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ABSTRACT

This book reviews the history of vocational, technical, and adult education (VTAE) in Wisconsin, which has one of the most effective systems in the United States. The review shows that although the system has changed dramatically, its mission of education for employment has not. Nine chapters consider Wisconsin's VTAE system from statehood to the 1920s and within each decade from the 1920s to the 1990s. The focus is on the political progress of the system as a whole. Attention is paid to the early leaders--Charles McCarthy, Jennie Willing McMullin Turner, George P. Hambrecht, and Edward A. Fitzpatrick. The text also points out that the system as a whole began to experience external political weakness during the 1950s due directly to internal conflict, a development that serves to show the value of philosophical unity and cohesiveness. Chapter IX, on the 1990s, briefly addresses the need for skilled workers and anticipates changes in Wisconsin's VTAE system. A speech by Hambrecht on Wisconsin part-time schools is appended. Other appendices list Wisconsin directors of vocational education and VTAE districts in 1985 and depict the evolution of the state board. Fifteen figures and 38 references are provided. (YLB)

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A POLITICAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION IN WISCONSIN

Kathleen A. Paris

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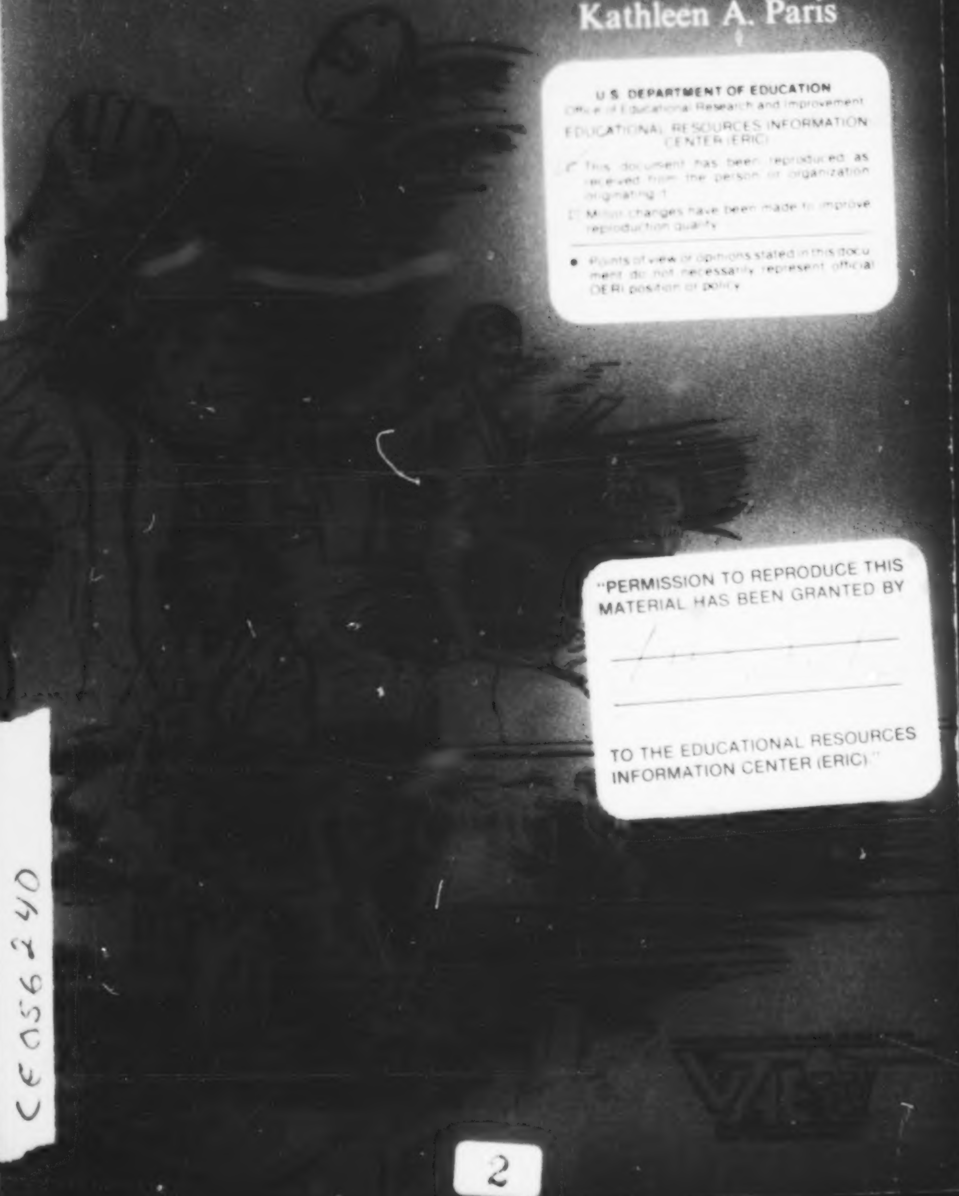

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A POLITICAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION IN WISCONSIN

by

Kathleen Anne Paris, Ph.D.

Diamond Jubilee Edition
Commemorating 75 Years of
Vocational, Technical and Adult Education
In Wisconsin

Madison, Wisconsin

WISCONSIN BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

Robert P. Sorensen, Ph.D., State Director
1985

PREFACE

This book grew out of a major article on Wisconsin's VTAE system which I completed for the 1981 Wisconsin BLUE BOOK. The book has provided me with the luxury of peering into our past more closely and of getting to know some of the principal personalities better.

I know not everyone shares my love of history, but there is a homily, almost a cliche now, that says you cannot know where you are going unless you know where you have been. Cliche or not, I believe that is true. It is also true that everything changes and lessons learned in one era are seldom directly applicable to another. But our history does show us how the philosophy of vocational, technical and adult education was shaped and what it has been and is. The system has been extraordinarily successful because it has had a sound philosophy of *education for employment*. The early figures—McCarthy, Turner, Hambrecht, and Fitzpatrick—all had solid and well-thought out ideas on what the system should be. With remarkable consistency, those early leaders expressed the same philosophy in the many speeches, papers, and books with which they were all involved. That philosophical commitment got the system off to a healthy start and has to this day sustained it.

At the risk of getting just a little didactic, I cannot help but point out, as I have in the text, that the system as a whole began to experience external political weakness during the 50's due directly to internal conflict. There is a lesson to be learned here about philosophical unity and cohesiveness. It is my belief that if vocational, technical and adult educators in Wisconsin can share the same philosophy, unity and strength *are* the inevitable outcomes.

During the writing, it was a constant struggle to confine myself to major political developments. There were always many side trips that might have been taken. However, I attempted to stay focused on the political progress of the system as a whole. I hope other authors will delve more deeply into program development or focus on some of the powerful and fascinating local directors or take some of those political side trips.

The idea that we needed a book like this came from Dr. Robert Sorensen, State Director, Wisconsin Board of Vocational, Technical and Adult Education. I am grateful to him for all his support and encouragement and also to the many members of his staff who provided information and advice.

I must also thank Dennis Nitschke, Executive Secretary for the East Central VTAE Consortium, for the wealth of information he shared with me.

I had the assistance of an editorial board. My thanks to the following editorial board members for their help in research and editing: Mark Alkire, former Public Information Officer, NWTI; Cecil Beede, Director Emeritus, District One; Merle Bodine, Director, Bureau of Community &

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Special Projects Coordination, WBVTAE; Donald Brill, former Assistant State Director, WBVTAE; Ruel Falk, former Director, Bureau for Vocational Education, DPI; Clarence Greiber, former State Director, WBVTAE; Lawrence Hoyt, Director Emeritus, North Central Technical Institute; Betty Klusmann, former Administrative Assistant, WBVTAE; Philip Lerman, Co-Director, UW Employment and Training Institute; Eugene Lehrmann, former State Director, WBVTAE; Richard Logan, Administrative Officer, WBVTAE; Orville Nelson, Co-Director, Center for Vocational, Technical and Adult Education, UW-Stout; and Merle Strong, Director, Wisconsin Vocational Studies Center, UW-Madison.

The book would not have been possible without the assistance of the public information officers of the other VTAE districts: Sandee Christoffersen, District One; Donald Meinert, WWTI; Keith Morris and Ellen Day, SWTI; Mary Lou Diehl, Madison Area Technical College; Gregg Bosak, BTI; Frank Ludowise, GTI; William Moylan and Holly Kuusinen, WCTI; Beverly Simone and Donald Rich, Milwaukee Area Technical College; Richard Romaine, LTI; James Suske, Mid-State; John Gebert, NCTI; Donovan Allen and Linda Boyd, Nicolet; and James Bailey, WITI.

I would also like to thank William M. Sirek, Director Emeritus, Fox Valley VTAE District, for his support of this effort. My appreciation also goes to Carol Radtke and Vonnie Seegers for their word processing services, and to my secretary, Vicky Barke.

There were many others with whom I spoke and corresponded in gathering information. Although space does not permit a listing of all of them, they have my thanks for their contributions.

Despite the overwhelmingly kind assistance I received from so many colleagues, I must take responsibility for all editorial content. Any inaccuracies are mine alone. The vignettes represent my personal impressions only.

My husband, Roy L. Sass, and my parents and sister and brothers stayed supportive and enthusiastic throughout the months of research and writing. I am grateful for their patience and for them.

And now may you, the reader, find some of the pleasure I found in the writing.

Kathleen A. Paris, Ph.D.
Fox Valley Technical Institute
Appleton, Wisconsin

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INTRODUCTION

Wisconsin has one of the most effective systems of post-secondary vocational-technical education in America. The Wisconsin Board of Vocational, Technical and Adult Education is unique in that it stands alone. It is not subsumed under any other educational board. Wisconsin had the first independent state vocational board in the country and is still one of only eight states with the independent board. The combination of a state board devoted solely to vocational-technical education and sixteen local districts which exist to serve local needs is unsurpassed in the nation. Vocational, technical and adult education districts, being a combination of counties or school districts, can be thought of as the largest geographical units of local government in our state.

Vocational, technical and adult education is a movement on the part of an educational institution to project itself into the life of a community. In addition to training people for a variety of occupations, VTAE institutions provide adults with opportunities to receive their high school diplomas and further their educations. VTAE schools have also historically been places where people could go to develop avocations—to make more productive use of their leisure time. Even hobbies may have vocational aspects, as avocational courses frequently lead to income-producing occupational pursuits.

By far the most effort, however,is devoted to preparing people for employment. The review of history that follows will show that in the last seventy-five years, the Vocational, Technical and Adult Education system has changed dramatically. The early vocational schools seem inadequate against today's bustling VTAE institutions. The system serves an older student group than previously. The occupational goals of these students are more varied and complex than those of yesterday's vocational students. One thing has not changed, however. The mission of the early vocational schools was education for employment. The mission of today's sixteen VTAE institutions is education for employment. That mission has set the system apart from all other kinds of education in the State.

CHAPTER I

STATEHOOD TO THE 1920's

EARLY EDUCATION IN WISCONSIN

Education was considered important to Wisconsin's well-being from the start. The State Constitution directed the Legislature to provide for the establishment of free common schools for children four to twenty years old and for the establishment of a state university and other colleges and normal schools. In 1880, one-third of the population was foreign-born.[1] The largest immigrant groups came from Western Europe where both education and skilled craftsmanship were held in high regard. Immigrants and settlers poured into the new state, so that by the turn of the century, the population had grown to over one and a half million.

Shortly after Wisconsin became a state in 1848, the federal government began to encourage the growth of higher education. President Lincoln signed the Morrill Act in 1862. The act gave federal land to the states and territories. The land was to be sold, with the proceeds going to the establishment and support of a college to teach agriculture and mechanical arts. (The University of Wisconsin was established with monies resulting from land sales under the Morrill Act.) The federal government continued to encourage higher education in the Hatch Act of 1887,[2] the Second Morrill Act of 1890,[3] the Adams Act of 1906,[4] and Nelson Amendment of 1907.

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[1] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), p. 21.

[2] The Hatch Act of 1887 made an annual direct appropriation of $15,000 per year from proceeds of sale of public lands for each state for maintenance of an agricultural experiment station to conduct research bearing directly on agriculture.

[3] The Second Morrill Act of 1890 gave each state an annual appropriation of $15,000 for the colleges established under the Morrill Act of 1862. The annual appropriation would increase by $1,000 each year till it reached $25,000 at which it would remain. The Nelson Amendment was an annual additional appropriation from the Department of Agriculture to each state for land grant colleges to increase $5,000 yearly till it reached $50,000 at which it would remain.

[4] The Adams Act of 1906 increased the annual appropriation to $30,000 and removed the restriction that money had to come from sale of public lands.

As encouraging as these federal initiatives were for higher education, they did nothing for the largest segment of the population that could not "survive the grade hurdles of the elementary school, or the 'unit' hurdles of high school, or the 'semester hour credits' of college."[5] Creating education for the people was left to the state.

Wisconsin passed the Bennett Law in 1889 which required that every child between 7 and 14 be in public or private school for at least 12 weeks each year. All instruction was to be in English. Milwaukee had even considered a public evening trade school. But the school board had finally rejected it saying that it should be left to private enterprise.

A few high schools offered manual training or general shop courses where students could become familiar with tools and rudimentary manufacturing and repair processes. Eau Claire reports having such courses by 1884. The purpose of early manual training in high school was educational and cultural, not vocational. It was intended to round out an academic education. Manual training was added to high schools in Milwaukee and Menomonie in 1891. In 1895, the Legislature passed a law encouraging manual training in high school (Chapter 358, Laws of 1895).[6]

EDUCATION IN NEED OF CHANGE

The American elementary school, patterned after the *volkschule* of Germany and the common schools of other European countries had been adequate for most people in the 1800's. Wisconsin's agrarian economy and dependence on forestry and to some extent, mining, called for more physical than cognitive labor. The industries of the cities typically involved repetitive hand work. Industrial jobs required agile fingers and coordination, but little or no training. So it was common to leave fifth grade to go to work. Only those with sufficient incomes sent their children to high school; fewer yet went to college.

Since schools occupied so little of most people's lives, they often were neglected. Rural schools were usually inadequate. Most teachers were meagerly prepared to teach all the subjects to all the students. The facilities were frequently run-down. More significantly, the *curriculum* was run-down. It was the same collection of musty facts that had been taught for years. (In some areas of the State, school was closed whenever local work seemed more important.) In cities and villages, high schools were developing. But they too were limited in facilities and qualified instructors.

Not surprisingly, the dropout rate was very high. It was estimated that in 1900 more than half of those who began primary school in rural areas quit by fifth grade.[7] One in thirty graduated from high school.[8] People discontinued school for a reason more basic than facilities or teachers. For most people, there was no reason to get additional education.

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[5] Edward A. Fitzpatrick, McCARTHY OF WISCONSIN (New York: Columbia University Press, 1944), p. 260.

[6] Spinti, op. cit., p. 23.

The 1900's clattered in with the next stage of the Industrial Revolution. Manufacturing processes became more complex. New inventions and machines required more technical knowledge and a greater understanding of the total production process. A need appeared that had not existed before for more education.

Those who had quit school were not necessarily clamoring for more educational opportunities. Going back to school was simply not something that adults did. Even if it would have been more acceptable to do so, few could have paid for it. Tarbell observed that, "The old rut was comfortable and had a measure of security about it. So, in 1900, many adults were in the class of the untutored, were not too much concerned, and could do little about it."[9]

THE FIRST TRADE SCHOOL

Milwaukee was a thriving industrial center and needed a source of trained workers. Since the School Board had decided not to provide it, private business was forced to. The Milwaukee School of Trades opened in 1906, sponsored by the Milwaukee Merchants' and Manufacturers' Association. Year-long programs were offered in plumbing, patternmaking, moulding, the machinist's trades, mechanical drawing, and math. The equipment was provided by the Manufacturers' Association and tuition was $10.00 per month.[10]

It was extremely popular at once and the programs had waiting lists. But it was a costly proposition. An organizer of the Milwaukee School of Trades, August Lindemann of the Waukesha Fox Head Brewery, led the powerful brewery lobby. He and other industrialists saw that the need for training and the costs of providing it were growing beyond what they could maintain. This Milwaukee proprietary school was to have a great impact on state legislation.

A Wisconsin law passed in 1907 (Chapter 122) permitted local school boards to operate trade schools. The bill passed unanimously, due no doubt, to Lindemann's influence. The bill authorized that a separate property tax could be levied for the trade school up to half a mill. It required an advisory committee made up of employers and employees. Following passage, the Milwaukee Board of School Directors took over the Milwaukee School of Trade. On August 1, 1907, it became the Milwaukee Public School of Trade for Boys.

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[7] Robert W. Tarbell, A HISTORY OF THE MILWAUKEE VOCATIONAL AND ADULT SCHOOLS (Milwaukee: Milwaukee Vocational and Adult Schools, 1958), p.5.

[8] REPORT OF THE COMMISSION UPON THE PLANS FOR THE EXTENSION OF INDUSTRIAL AND AGRICULTURAL TRAINING (Madison: Democrat Printing Company, State Printer, 1911), p. 6.

[9] Tarbell, op. cit., p. 4.

[10] Spinti, op. cit., p. 25.

It seems quaint today that the school should be for boys only. It took an amendment in 1909 to enable local boards to provide trade schools for girls as well. The Milwaukee School of Trade for Girls taught dressmaking, millinery, drawing, math, English, household science, cooking, and physical culture.

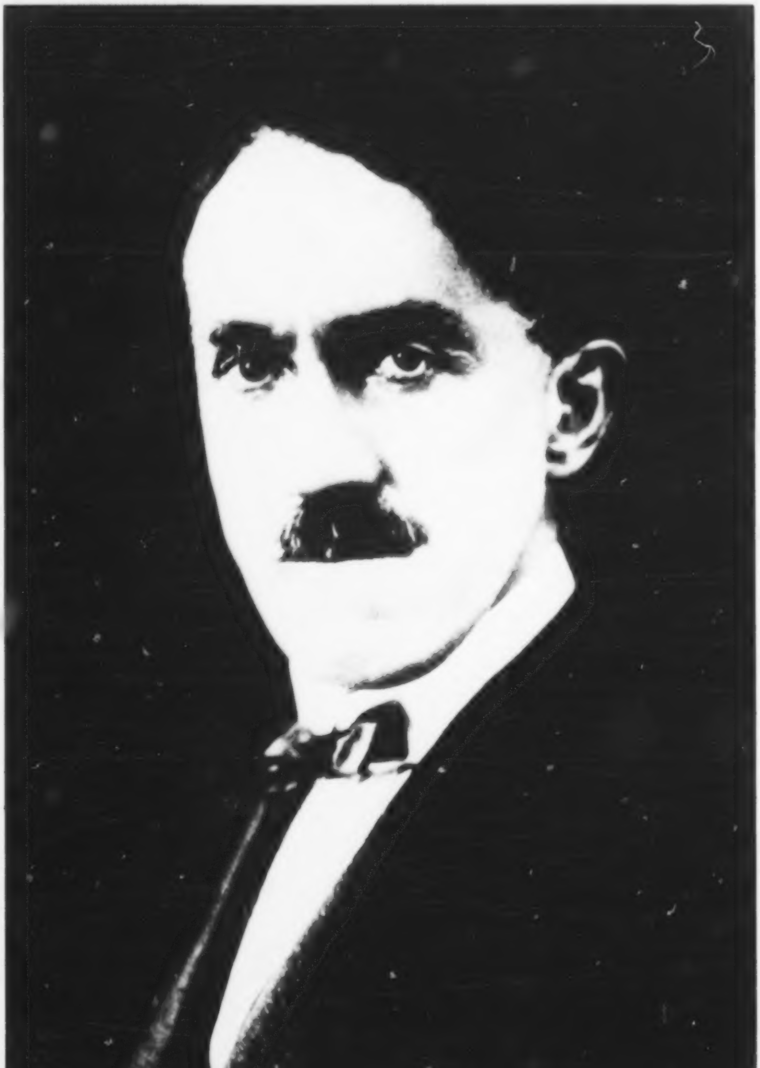
(The need for public education for employment was becoming recognized by industrialists and educators across the country. In 1906, the National Society for the Promotion of Industrial Education was formed. With the support of the National Association of Manufacturers and the National Metal Trades Association, the organization brought public attention to the need for industrial education. It was also active in promoting federal support for industrial education. The legislative efforts of the National Society for the Promotion of Industrial Education culminated in the Smith-Hughes Act of 1917. The organization later merged with another association to become today's American Vocational Association.)

At the same time, a wirey, somewhat rumpled Irishman was getting settled in Madison with his new bride. He was the only Brown University football player ever to score against Yale and Harvard, now a graduate student in history at the University. This man's vision would create an educational system for Wisconsin that other states would envy.

McCARTHY

Charles McCarthy is considered the father of Wisconsin's vocational-technical system. The idea was his. From his unlikely position of head of the Legislative Reference Library, he launched the vocational-technical and adult education system that exists today.

He was born into a poor Irish family in Brockton, Massachusetts. It was an industrial community, dependent on shoe manufacturing. (Laissez-faire government was the prevailing American philosophy in the late 1800's. Giant corporations were forming like U.S. Steel and International Harvester which had the economic wherewithal to influence government significantly.)



Dr. Charles McCarthy (Photo courtesy of State Historical Society of Wisconsin, WHi(X31)11243.)

Growing up, he saw the effects of harsh strikes, especially on families and children. McCarthy developed an interest in improving the life of the laborer, though he was determined it would not be the life for him. He was convinced that education alone could even out the disparity of concentrated wealth of business against the concentrated poverty of unskilled workers.

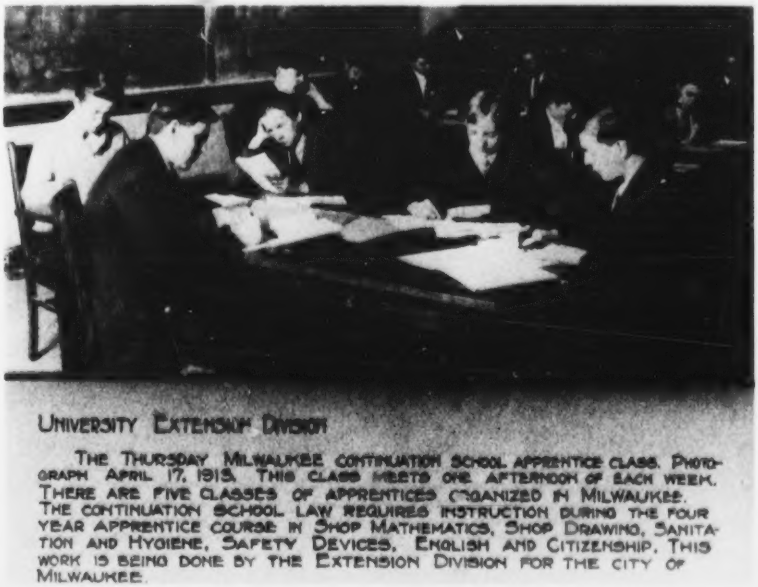
After receiving his Ph.D. in history from U.W.-Madison, McCarthy landed the job of document-cataloger for the newly-created Legislative Reference Library in 1901. (Called the Legislative Reference Department in the early days, later the Library, now the Bureau.) The Capitol needed the Library, because the State Historical Society had just moved into its new building at the other end of State Street and had taken all the historical and research documents with it. Passionately interested in government and the issues of the day, he quickly became a well-known figure in the Capitol. McCarthy's Legislative Reference Library quickly became a much used resource for state legislators. It kept current information on legislation in other states and information on matters coming up for review. The Library also drafted legislation. Since most legislators had neither the legal background nor the interest in detail to draft proper bills, they relied heavily on McCarthy and his eventual staff. He maintained stringent standards in the bill drafting process to ensure that the Library did not formulate policy, but merely provided technical writing services. However, he was in a unique position. He knew all the legislators and knew the political situation intimately. When he saw a just cause, he did not hesitate to use his influence to further it.

Charles McCarthy, 1906, head of the Legislative Reference Library with assistants
(Photo courtesy of State Historical Society of Wisconsin, WHi(X3)31102.)

The State's education was one of his greatest concerns. He was appalled by the number of people who quit school and began their working lives with so little preparation. He himself might have been one of those disinherited, had he not worked so hard not to be. He also recognized that industry needed more adequately trained workers. Agriculture was training people to be better farmers. Why wouldn't it work for industry? In a letter to Milwaukee Senator Edwin Fairchild, he wrote, "...the example in Germany has shown to us that a country can be a great manufacturing country and have great prosperity by the same means which have made agriculture so prominent in our state."[11]

He had a grand plan for education that was part of "The Wisconsin Idea." The essence of it was that there should be education for all people throughout their lives regardless of their income or employment. The first phase was to put the University of Wisconsin on wheels through the Extension Division. McCarthy wanted the University to go to the people, offering them courses that they would otherwise have to take by correspondence from somewhere else, or not at all.

The University of Wisconsin Extension opened in one of McCarthy's Library offices in the Capitol. He spent $700 of his own money to keep the Extension going in its early days.[12] It began by taking over debating clubs and organizing study clubs in communities. Extension offered correspondence courses, first for Engineering, then for the entire University. Extension was closely tied to his incubating plan for continuation schools.



UNIVERSITY EXTENSION DIVISION

THE THURSDAY MILWAUKEE CONTINUATION SCHOOL APPRENTICE CLASS. PHOTOGRAPH APRIL 17, 1913. THIS CLASS MEETS ONE AFTERNOON OF EACH WEEK. THERE ARE FIVE CLASSES OF APPRENTICES ORGANIZED IN MILWAUKEE. THE CONTINUATION SCHOOL LAW REQUIRES INSTRUCTION DURING THE FOUR YEAR APPRENTICE COURSE IN SHOP MATHEMATICS, SHOP DRAWING, SANITATION AND HYGIENE, SAFETY DEVICES, ENGLISH AND CITIZENSHIP. THIS WORK IS BEING DONE BY THE EXTENSION DIVISION FOR THE CITY OF MILWAUKEE.

(Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37539.)

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[11] Spinti, op. cit., p. 34.

[12] Fitzpatrick, op. cit., pp. 254-255.

McCarthy in 1909 wrote to August Lindemann, the leader of the brewery lobby, suggesting a study of the State's educational needs by, "A commission composed of the State Superintendent, the President of the University of Wisconsin, Director of the University Extension Division, the Librarian of the Legislative Reference Department, and the Superintendent of the Milwaukee Training School. The session is drawing to a close and it will be necessary to get this in. If I send it to you in Milwaukee, can you have it introduced by one of your Milwaukee members in the Senate?"[13]

Senator Fairchild introduced Joint Resolution 53 in 1909. It began,

> Whereas reliable statistics show that there are at least 104,000 illiterates in the state of Wisconsin at the present time.
>
> Whereas, there is a great movement through this entire country at the present time to establish night schools and night trade schools so that workers and those who have been denied education cannot only get the elements of education, but can also improve themselves in their business and life.
>
> Whereas, the growing need of instruction to our people who cannot attend schools demands from us some investigation of this great problem...

In accord with the Joint Resolution, the Commission on Industrial and Agricultural Training was formed to study the situation and report its recommendation to the next Legislature.

The Commission was composed of Superintendent of Schools, C.P. Cary; President of the University of Wisconsin, C.R. Van Hise; Director of University Extension, L.E. Reber; Librarian of the Legislative Reference Department, McCarthy; Superintendent of the Milwaukee Public Schools, C.G. Pearse.

Cary was Chairperson of the Commission and McCarthy was Secretary. The Commission divided into two subcommittees, one on industrial education and the other on agriculture. McCarthy was made head of the industrial education group; agriculture was turned over to a committee outside the Commission composed of UW-School of Agriculture Dean H.L. Russell and two professors. As Secretary, McCarthy was charged with writing the Commission's report to the Legislature. It was clear from the start that the Commission was completely controlled by the one who had engineered its creation, Charles McCarthy.

McCarthy did not take on the job of investigating half-heartedly. The Joint Resolution had provided for travel expenses for members of the Commission. Yet McCarthy traveled at his own expense to the East Coast and to Europe to study industrial education systems.[14] In the East he visited Cincinnati, Pittsburgh, New York, Boston, and Lowell, Massachusetts.

He noted that in Massachusetts, the *trade school* was the focus—very specific preparation for specific careers. He felt that trade education was needed, but that by itself, it was not enough. He favored a "continuation school" for those already working. He envisioned, not a high school, but an educational opportunity for the "Eighty to 90% of those who never go to high school, but who go into industry as soon as they are 14 years of age."

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[13] Spinti, op. cit., p. 35.

[14] Joseph H. McGivney, "Politics of Vocational Education in Wisconsin, 1909-1967" (Unpublished Doctor's dissertation, University of Wisconsin, 1967), p. 85.

In Europe, he visited Munich, Frankfort, Coblenz, Cologne, London, Ireland, and Brussels. He was very interested in Munich's *fortbildungschule* founded by Dr. George Kierschensteiner. At this trade school for boys, students learned the manual skills necessary to make them journeymen. They were also taught calculating, sketching, reading of plans, understanding of materials—all of which made them competent workers. (In 1925, Dr. Kierschensteiner visited Milwaukee's Vocational and Adult School. Later, at a conference in Edinburgh he would say, "My friends,if you want to see the greatest vocational school in the world, you must go to Milwaukee in North America."[15] McCarthy had died by then, but he would have been delighted.)

APPRENTICESHIP PROBLEMS

At the time of the Commission's study, apprenticeship in Wisconsin was undeniably in bad shape. An 1849 state apprenticeship law enabled minors with parental consent to indenture themselves to masters. The master was to teach the apprentice a trade along with some reading, writing, and figuring. An apprenctice was to receive a pay allowance throughout the training and a Bible at the end of the indenture. The major problem with the law was that it was largely ignored.[16] Charles McCarthy called it "useless."[17] Some indenture agreements were written (in very general terms), and most were merely verbal agreements. Wages were extremely low. An apprentice machinist at the turn of the century could expect to make 5¢ per hour and work 10 hours per day, 6 days per week.[18] Economic exploitation of apprentices was common. The quality of training was seldom high. It was impossible for tradespeople to teach apprentices more than they knew themselves. Particularly in smaller shops where the same people had worked for years, job tasks were limited; equipment was old. Even worse, some craftspeople jealously guarded their "tricks of the trade," refusing to pass them on to apprentices.[19]

In most occupations, there were no uniform standards from trade to trade or shop to shop. Bricklayers, carpenters and plumbers were exceptions. Those trades did have fairly uniform standards. However, McCarthy pointed out in his report to the Commission that instruction was too narrow. Apprentices were learning technical skills, without understanding the total production or construction process. They knew what to do, but not necessarily *why*. McCarthy recommended that additional education throughout the indenture at continuation or night schools would contribute to a broader understanding of the total process.

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[15] Tarbell, op. cit., p. 222.

[16] G. Soundara Rajan, A STUDY OF THE REGISTERED APPRENTICESHIP PROGRAM IN WISCONSIN (Madison: The University of Wisconsin Center for Vocational and Technical Education, 1966), p. 25.

[17] REPORT OF THE COMMISSION UPON THE PLANS FOR THE EXTENSION OF INDUSTRIAL AND AGRICULTURAL TRAINING, op. cit., p. 81.

[18] Rajan, op. cit., p. 26.

[19] Tarbell, op. cit., p. 3.

Local control was another German feature that found its way into the Commission's Report. In Germany, the trade schools were governed by bureaus of commerce and industry. This helped ensure that the instruction taking place was what workers really needed to become more proficient.

THE REPORT OF THE COMMISSION

The one thing McCarthy did not like about the German system was that children were socially stratified at an early age. They were essentially locked into occupations they chose in adolescence. Years later, his assistant, Dr. Jennie McMullen Turner would say he did not like the German system as well as the Scotch.[20] But McCarthy was astute. He made the most of the German model, knowing that Wisconsin's German population would respond favorably to the comparison.

He dealt with the social stratification issue head on. He said that rather than restricting people to narrow occupational choices, the continuation schools could break up tendencies to class distinctions by offering opportunities not presently available. "If carefully supervised, the boy who is already working, can go on through the continuation schools and work his way up the ranks in the same way as his more fortunate brother."[21]

The presence of the University Extension would also contribute to breaking down class barriers. McCarthy foresaw that evening classes would be provided by the Extension. The University would supplement the industrial work of evening schools with classes ranging from basic reading and writing to the most technical subjects. He saw the new schools as ladders for people whose education had been cut short, so that they could make the most of their abilities.

In his report, McCarthy suggested that both management and labor stood to gain from the proposed schools. He claimed that workers had to "steal" their trades.

> A workman today has to steal his trade in a great many industries, and in so doing he has created trade schools. Trade schools exist today in great numbers and at great cost; in fact, every factory is a trade school. A boy steals his trade, and by doing so makes the manufacturer pay for it. He gets a position by misrepresentation and then proceeds to try a machine and of course spoils and wastes until found out. When he is discharged, he proceeds to do the same thing time and again in some other place, until he finally becomes a fair workman... But at what cost to the manufacturer, to industry, and to the public, and finally, at what cost to organized labor![22]

McCarthy disliked academic teachers and was anxious that his new plans not be turned over to them. He feared that continuation and trade schools would become too theoretical under the leadership of scholars.

> Time and again institutions have been started in America with the ideal of reaching trades or industrial education, and after a while one advanced study after another has been introduced until these schools

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[20] Spinti, op. cit., p. 40.

[21] REPORT OF THE COMMISSION UPON THE PLANS FOR THE EXTENSION OF INDUSTRIAL AND AGRICULTURAL TRAINING, op. cit., p. 112.

[22] Ibid., p. 64.

> have become technical institutions... There seems to be something in the psychology of a teacher which makes him prefer to teach a few high grade scholars rather than the general mass of the people.[23]

He stressed that learning by doing would be essential, especially for people already working.

> The 'teaching by doing' method so common in all industrial education in Germany as well as in successful industrial education in America, is the only one which can be used with any degree of success in our evening schools in Wisconsin. The teacher who has been teaching all her life in public schools, does not realize and cannot realize that she has to change all her methods to become a successful teacher of boys and girls who are working in shops and behind counters all day. The private (vocational) schools do not merely teach mathematics; they teach shop mathematics.[24]

He suggested that workers be chosen as teachers and given summer classes in the process of teaching.[25]

The Commission stressed that, like the German system, the continuation schools must be compulsory. "Children will not go to school voluntarily; parents will not make them go to school, and many employers will not allow them to go unless the state requires it."[26]

Though attendance was to be compulsory, McCarthy wanted nothing compulsory about the curriculum. Flexibility was to be the key. Courses would be offered that were needed by local workers for local industries. Each school would be tailored to its own community.

The report of the Commission recommended:

1. An Advisory Board for Industrial Education be appointed by the Governor and that an assistant for industrial education be added to the State Superintendent's office to support and encourage industrial education. The assistant would be appointed by the State Superintendent and approved by the State Board.

2. Local boards of the same composition as the State Board control industrial education and evening schools in their cities.

3. Continuation schools be provided for 14 and 15 year olds already employed. (They should be compelled to go to school a specific time each week and that time as much as possible should be used for industrial training.)

4. State aid be given to establish continuation, trade, and evening schools.

5. Apprentice laws be updated and fitted more harmoniously into the educational system. (Meaning that apprentices should receive related instruction in the continuation schools. Apprentice standards were becoming lax with employers responsible for related instruction.)

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[23] Ibid., p.113.

[24] Ibid., p. 51.

[25] Ibid., p. 102.

[26] Ibid., p. 41.

6. Appropriations for University of Wisconsin Extension Division be increased so that it could be a flexible element in the gradual development of an industrial and commercial education.
7. Some state institutions be given the responsibility for training teachers for industrial education and agriculture.
8. A minimum salary apply to all industrial education and agriculture teachers to attract the best from industry.

The other nine recommendations of the Commission dealt specifically with agriculture. McCarthy pointed out the need to extend the educational opportunities existing in agriculture to industrial education. He compared the short courses of agriculture to continuation schools. "Boys have come into these schools who are actually farmers and have learned how to solve their problems."[27]

What he proposed in his report was a plan to provide four types of education:

1. Continuation schools for *boys and girls*, ages 14-16, who had quit high school and were working (or not working)
2. Evening schools for adults
3. Trade schools
4. Related instruction for apprentices

The continuation school was to be the first phase of the plan because McCarthy said, "It meets the broadest aim and it will at once reach the greatest number at the least cost."[28]

THE 1911 CONTINUATION SCHOOL LAW

In 1911, following study of the Commission's report, the Wisconsin Legislature passed the first comprehensive continuation school legislation in the country. Chapter 616, Laws of Wisconsin, 1911 provided for continuation, trade, and evening schools as McCarthy had proposed them. The law authorized a State Board of Industrial Education. The nine-member board would consist of three employers and three employees appointed by the Governor. The three ex officio members would include the State Superintendent of Instruction, the Dean of the University of Wisconsin College of Engineering, and the Dean of the Extension Division of the University of Wisconsin.

The main function of the State Board of Industrial Education would be to allocate state aid to local continuation, training, and evening schools on a matching basis. The Board would have no say in curriculum matters; the State Superintendent of Instruction was to oversee curriculum and was authorized to employ an assistant to supervise the new schools. The Superintendent's assistant was to be appointed with the approval of the State Board, so the authority was split between the State Board and the Superintendent of Instruction, C.P. Cary. The built-in conflict would plague the new system until 1921, the end of Cary's incumbency.

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[27] Ibid., p. 31.

[28] Ibid., p. 38.

The 1911 law required the city school board of every community of more than 5,000 to establish a local board of industrial education. The five-member board was to have two employers and two employees. The ex officio member was to be the local school superintendent. The local boards were to foster, establish, and maintain continuation, trade, and evening schools. (Communities under 5,000 could do the same if they wished.)

The local boards of industrial education were given taxing power on property of up to one-half mill. On a local level, the education for those employed was to be financed separately from common education. The tax levy was not to be subject to review by the city council. This significant provision would eventually give vocational, technical and adult education a vitality and an ability to meet local needs not possible had budgets been subject to political machinations. Local boards were empowered to charge up to $.50 per week for tuition.

Four related pieces of legislation were also passed in 1911. Chapter 522 was essentially a compulsory attendance law requiring any employed minor over age 14 either to prove literacy or to attend continuation school. An accompanying law, Chapter 505, was more specific. It required employers to release 14-16 year old workers for part-time attendance in the continuation schools. The workers were required to attend five hours per day for at least six months per year. The hours spent in school were to be considered as part of the total work hours. (That is, employers could not require additional hours of work to make up for hours spent in school.)

Racine Vocational School offered training in painting and decorating. These boys worked with a regular contractor. The photo from 1910-20 shows that it truly was youngsters who were served by the early continuation schools. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37536.)

Chapter 347 required that a written agreement be drawn up for each apprentice specifying the terms of training to be received. The agreeement had to include 5 hours per week for instruction (out of a total of 55). Instruction was to be provided in a public school or in a manner approved by the just-created local board of industrial education. Because of the employment orientation of the new continuation schools, they became in a short time the schools for apprentices. The law further required that a copy of the indenture agreement be sent to the State Industrial Commission. This was perhaps the most significant part of the law. It made the state a party to the indenture. No longer would apprenticeships be haphazard. The Industrial Commission would supervise the agreements and make meaningful the clause in the law that provided penalties for employers who breached the terms of those agreements.

Chapter 544 set the minimum salary for teachers of agriculture, domestic economy, manual training at $60 per month.

Legislation for the continuation schools had passed both houses easily. Governor McGovern signed it on July 7, 1911. The major reason probably lies with McCarthy, the author of the 1909 Commission Report. He had gathered the support of the socialist members of the Legislature, and of both labor and management. The brewery lobby, headed by Lindemann, was staunchly behind the bill because it created needed training that could only benefit management.

H.E. Miles, of the National Manufacturers Association, had traveled from Racine to Madison to oppose the legislation. McCarthy had explained the intent and so converted the man to his cause. Miles, in fact, became the first President of the State Board of Industrial Education.

The American Federation of Labor had supported the concept of trade education for years. McCarthy was careful not to encourage learning by production of goods for sale. Not only educationally limiting, the practice would not have been well received by labor. As long as the training was excellent, organized labor stood to gain by the addition of skilled members. Unions realized that the new schools could provide retraining for workers displaced by machinery or new technology. McCarthy had referred to the problem in his Commission Report saying, "It is the duty of the state and public educational institutions to reach out a hand to this man and lift him over the stile."[29]

The Progressive movement was still strong, even though LaFollette was gone. Economic conditions were favorable. The State was well out of the Depression of the 1890's and farm prices were up.[30] Finally, there was no significant opposition to McCarthy's ideas. (Even State Superintendent Cary, who was not enthused about the State Board's control of state aid for the continuation schools, was soothed by the inclusion of an assistant for industrial education in his agency.)

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[29] Ibid., p. 71.

[30] Spinti, op. cit., p. 58.

Continuation School, January 8, 1915, Milwaukee, Wisconsin (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)22272.)

THE NEW SCHOOLS

Racine was the first city in the State to open a school in October of 1911. The school attracted 325 students and offered courses in patternmaking, cabinetmaking, moulding, drafting, shop math, house plans and specification, commercial subjects, cooking, dressmaking, and millinery. Racine's was the only school to open that first year.

Getting the law passed was probably easier than putting it into effect. The most basic problem was that there was no pattern to follow for the new continuation schools. Yet local boards of industrial education had to find facilities, instructors, and curricula. Some employers were disgruntled about letting the 14-16 year old employees off to go to school. Some plants in Wausau fired all the workers under 16 in protest of the disruption that would be caused when permit workers were absent. However, other plants in the same city instituted five-hour shifts.[31]

Many of the students had just left school to make some money. Their reaction and the reaction of their families in many cases was not positive. To many people, it seemed the idea of the continuation schools had dropped out of a clear sky from Madison.

Milwaukee was in a unique position. It already had a trade school. The city formed its local industrial education board, but the existing trade school remained under the control of the local school board. Milwaukee's first continuation school Director, Robert L. Cooley, was given office space on the eighth floor of City Hall—a desk and chair in the hallway! In spite of his unimpressive accommodations, he expressed the sentiments of the new law when he said to the new group of students, "Our time is your time. Your needs determine our curriculum."[32]

Milwaukee proceeded to adopt innovative practices. No more than 20 students were assigned to one teacher. Each teacher taught eight half-days per week and spent a full day visiting students on the job. These teachers were the forerunners of coordinators in today's VTAE institutions.

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[31] Spinti, op. cit., p. 75.

[32] Clarence L. Greiber, THE WISCONSIN VENTURE: A DEVELOPMENTAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION (Madison: Center for Studies in Vocational and Technical Education, University of Wisconsin, 1975), p. 25.

Original caption for the photo read, "1910-20 These boys want to be bakers. Each spends a half a day a week in some local bake shop, and one half day a week they come to school for academic work and for theoretical work in line with their baking experience." (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37535.)

The University Extension Division had previously provided related instruction for Milwaukee apprentices. By 1913, the continuation school had taken over apprentice instruction.

Sheboygan elected E.W. Schultz as President of its local board. (He subsequently became a member of the State Board and served as President from 1917 until his death in 1938.) Sheboygan's manufacturers were exceptionally accommodating to the new law. They paid students for their time in school. In contrast, the Oshkosh Common Council refused to accept the budget of the local Industrial Education Board. The city appealed to the State Attorney General on the grounds that the Board's taxation power was unconstitutional. The Attorney General upheld the law and the Board. The City Council trimmed $500 from the continuation school budget anyway.

By the end of the 1912-13 school year, 23 continuation schools were in operation. By 1917, 29 schools were established. Of cities of populations over 5,000, only five had not established schools—Antigo, Baraboo, Merrill, Oconto, and Rhinelander. Cudahy and Two Rivers had continuation schools although both had populations under 5,000.[33] The schools became immediately popular. In 1913, total head count was 12,159. Only a year later it had grown to 25,409.[34]

TEACHERS

The Law had been signed in July. The State Board of Industrial Education met in September, 1911, to accept the title to Stout Institute for the State. (James Stout had died without making provisions for the operation of Stout Institute. It was his widow's suggestion that the State take it over.) The Continuation Law had placed Stout under the trusteeship of the Board and it was to train teachers of industrial education and related occupations.

The Board shared McCarthy's feelings that teachers for the new schools needed to be trained differently than they had been in the past. Louis Reber, Dean of the University Extension Division and an ex officio member of the State Board wrote:

> I do not believe that an instructor can be really efficient in teaching shop mathematics, for example, if he has not done shop work in a working plant. The actual experience in shop practice gives the teacher not only the shop technique, but also a useful appreciation of the conditions of shop life which boys must meet in their daily work. Men who have had experience in industrial teaching appreciate the absolute importance of this special preparation....in fact, wherever successful vocational teaching is found, there will universally be found the teacher who can point to his practical training. Of course, one would not argue that a teacher thoroughly trained pedagogically, who has practical experience, as well, might not make the best instructor, yet very often, the shop atmosphere and shop attitude of

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[33] Spinti, op. cit., pp. 70-72.

[34] "Wisconsin Part-time and Evening Schools for Juvenile and Adult Workers," CITY VOCATIONAL SCHOOL DIVISION BIENNIAL REPORT, 1926-1928, Part I (Madison: Wisconsin State Board of Vocational Education, 1929), pp. 11-12.

> mind are drilled out of the pedagogue and he becomes inefficient for instruction of the kind needed in vocational school.[35]

President Harvey of Stout disagreed. He wrote:

> There are certain fundamental things in the processes that have to be mastered in that trade that can be better taught by the individual who is trained as a teacher and understands teaching processes and modes of presentation and development, than by anyone that is not so trained, no matter how good a workman he or she may be.[36]

Display of dress-making classes, Madison Vocational School Photo by M.E. Diemer. (Photo courtesy of State Historical Society of Wisconsin. WHiD4876726.)

Harvey, the former Superintendent of Instruction, had been opposed to the separate board. He felt it was an intrusion on the Superintendent's constitutional authority. But he could not voice his opposition, because as trustee of Stout, the State Board was his employer.

Three-day teacher training institutues were offered by the Board in the Falls of 1913, 1914, and 1915. Local boards paid the way for their teachers. In 1914, the Board authorized Stout to hire someone who could develop curricula for machine tool and woodworking that would combine the practical approach desired by the Board of Industrial Education with the teaching processes favored by Stout's President Harvey. Mr. G.L. Sprague was hired.

ASSOCIATE CONTROL

The Board reported to Governor Emanuel Philipp in 1915 on the progress of the past four years. There was still some concern that the separate continuation schools, because they were operated and paid for separately from general education, might stigmatize students socially. The report said, "The new form of education keeps the school door open for these children to continue their training, and it opens a new door for older workers who had to leave school under similar circumstances. Is this class education?"[37]

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[35] Spinti, op. cit., pp. 87-88.

[36] Ibid., p. 88.

The report referred to the separate boards as a system of "associate control." The advantages of associate control were enumerated:

a) The State Board of Industrial Education was able to pursue its specific purpose without the encumbrance of the multiple interests with which regular education boards had to deal.

b) Associate control provided flexibility in hiring and salary. It avoided local personnel problems which would have arisen because of the higher salaries commanded by vocational instructors.

c) If continuation schools had been operated by regular school boards, they would not have received the attention they deserved and their promulgation would not have proceeded as rapidly.

It appears that the Governor was pleased with the report. But Superintendent of Instruction C.P. Cary was less than happy with associate control. He had been against separate boards in the first place and had only been mollified when the personnel to help implement the new system had been placed under him. He had hoped his ex officio position on the Board would enable him to exert his influence. Cary felt that local high schools could do the job of providing industrial education. McCarthy had criticized existing manual training in high schools as too general to be true occupational preparation. In 1914, Cary proposed that state funds be used to reimburse local high schools for manual training. The Board vetoed the idea and in doing so evidenced its power over the Superintendent's initiatives.

The conflict between Cary and McCarthy was becoming notorious. Cary's Assistant, Hicks, would later say that Cary was piqued that McCarthy had gotten all the credit for the legislation when he himself had come up with the idea years before.[38] Cary wrote letters to city superintendents at State expense urging them to write to their legislators and to send editorials to their local newspapers in support of his continued supervision of the continuation schools.[39] McCarthy had not favored the assignment of the assistant for industrial education to the Superintendent, but had compromised.

Cary got his Assistant for Industrial Education in May of 1912 in the person of Warren E. Hicks. Hicks had formerly been Assistant Superintendent of Schools in Cleveland, Ohio, and had no vocational background. When Hicks attempted to make the 1916 Fall teacher institute mandatory for vocational instructors, he was chastised by the State Board for overstepping his authority. In his understated fashion, author Fitzpatrick says that Hicks "...aroused no enthusiasm in the State Board of Industrial Education...[and]... apparently did a very good job in impressing upon local communities the compulsory character of the industrial education law."[40] The conflict would soon be exacerbated when the Board would hire its own assistant in 1916. The Superintendent was to direct the activities of the assistant who reported to both the Superintendent and the Board. The arrangement was doomed. (Technically, Warren Hicks was the first State Director, although his title was Assistant for Industrial Education. His authority was insignificant, however, particularly compared with State Directors who came later, like Hambrecht.)

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[37] Spinti, op. cit., p. 92.

[38] Ibid., p. 104.

[39] Edward A. Fitzpatrick, "Genesis and Purpose of Vocational School Survey," WISCONSIN'S EDUCATIONAL HORIZON, Vol. 3, No. 4 (Madison: State Board of Education, 1921), p. 15.

AN ASSISTANT FOR THE BOARD

In 1915, more legislation was passed which not only increased attendance requirements for youths, but also authorized the State Board of Industrial Education to hire assistants. The State Board felt that the continuation schools were not making satisfactory progress. Fitzpatrick says, "...between 1911 and 1915... vocational education almost lost itself in making bird houses and clothes hangers."[41] The Board felt that under the leadership of Superintendent Cary and his assistant Warren Hicks, the continuation schools were doing the same work as the regular schools and were not providing true vocational training.[42] The State Board had pressed the Legislature for permission to hire assistants who could implement vocational training and had received approval to do so in 1915.

McCarthy was impatient for the Board to move faster, particularly in hiring assistants. Miles, the Board's President, moved slowly, deliberately hoping to avoid a showdown with Cary. Miles feared a ruling in favor of Cary if it came down to a constitutional question.[43]

The Board hired Frank L. Glynn from New Haven, Connecticut, as its assistant in the field in January, 1916. Glynn had been a Director of Vocational Education in New Haven. He was supposed to have a desk in Cary's office, but the atmosphere was "not particularly congenial,"[44] so for the first time, the State Board of Industrial Education actually had an office in the Capitol. Early on, Glynn often worked under McCarthy's direction further irritating Cary and Hicks. Hicks resigned later in 1916. One of Glynn's first tasks was to examine the criteria for state aid to the continuation schools. To receive state aid, schools had to offer the four programs provided for under the law:

1) Continuation schools for permit workers which included general education, trade extension, and trade preparation.

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[40] Ibid., p. 17.

[41] Ibid., p. 15.

[42] Ibid., p. 17.

[43] Frank J. Woerdehoff, "Dr. Charles McCarthy: His Educational Views and Influence Upon Adult Education in Wisconsin" (Unpublished Doctor's dissertation, University of Wisconsin, 1954), p. 271.

[44] Fitzpatrick, "Genesis and Purpose of Vocational School Survey," op. cit., p. 18.

2) Full time industrial commercial classes.

3) Schools for adults, primarily evening.

4) Classes for apprentices.

Telegraphy classes in a Wisconsin Vocational school about 1910-20 (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37533.)

1912-13 was the first year of operation for 22 of the 23 continuation schools (Racine was already in its second year.) A total of $50,503.70 was paid in state aids. (See Figures I and II) The 1911 law had allocated $35,000 in aids. To cover requests, an additional appropriation had to be made and a new maximum total was set at $150,000.[45]

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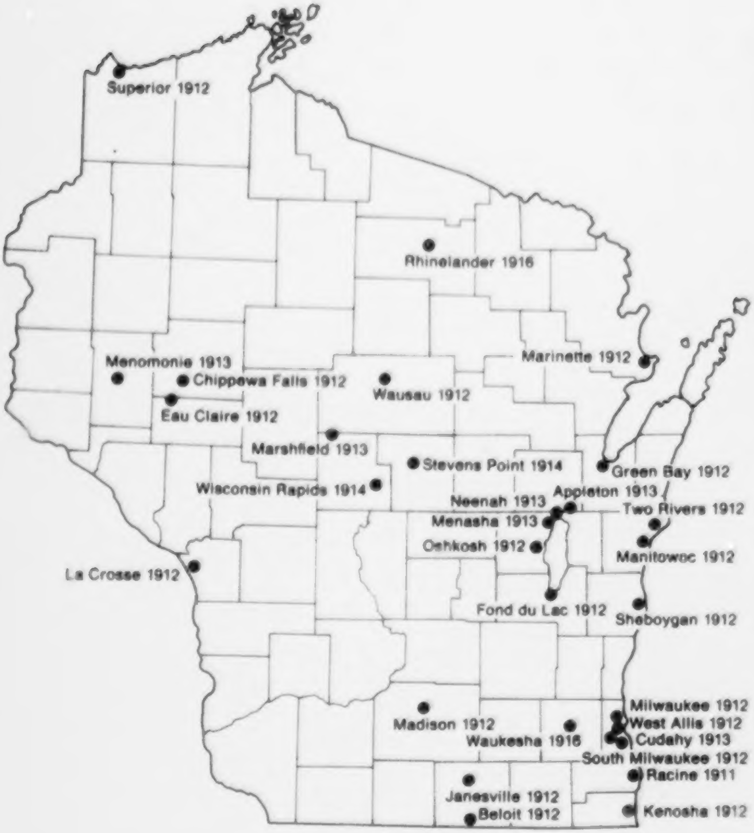
[45] Ibid., p. 19.

Figure I

CITIES IN WHICH CONTINUATION CLASSES STARTED BEFORE 1917[46]



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[46] Spinti, op. cit., p. 71.

Figure II

CONTINUATION SCHOOL TAX LEVIES AND STATE AID FIRST YEAR OF OPERATION (1912-1913 SCHOOL YEAR)[47]

Cities	Tax levied November 12, 1912	State Aid
Beaver Dam	$ 1,700	$ 430.44
Beloit	5,000	3,000.00
Chippewa Falls	1,850	1,009.22
Eau Claire	5,000	2,435.67
Fond du Lac	6,000	3,000.00
Green Bay	2,000	849.80
Janesville	3,000	1,286.28
Kenosha	5,000	2,533.45
La Crosse	6,000	2,977.06
Madison	5,400	2,548.33
Manitowoc	3,000	1,413.07
Marinette	1,200	420.59
Menasha	1,500	---
Milwaukee	75,000	6,578.87
Oshkosh	5,000	2,398.60
Racine	13,000	3,932.07
Sheboygan	10,000	4,456.27
South Milwaukee	1,200	570.18
Stevens Point	1,000	---
Superior	10,000	5,080.33
Two Rivers	1,350	1,001.33
Wausau	4,000	1,888.29
West Allis	6,000	2,693.85
Total	$173,200	$50,503.70

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[47] Ibid., p. 76

By the time Glynn was hired in 1916, it was apparent that there would not be enough state aid to reimburse each school its full 50%. Even with the $150,000 in aids available, city claims had to be reduced by 12½%.[48]

Technically, Frank L. Glynn, who served from 1916-18, could be considered the second State Director. Glynn visited continuation schools around the state and made recommendations to the Board. One significant recommendation was that each local board appoint a committee of an equal number of employers and employees representing each craft of importance in the city. The committee would then advise the board of the needs of the various crafts and would keep courses and equipment current. A.R. Graham, Racine Director, claimed that his school had had an advisory committee in 1913 at McCarthy's suggestion. However, Eau Claire is credited with having the first recognized advisory committee in 1916.[49]

MORE SCHOOL FOR MORE PEOPLE

The continuation schools had been growing. The legislation in 1913 (Chapter 584) and 1915 (Chapter 420) had increased the total amount of time 14 and 15 year olds were required to attend continuation school. The 1915 legislation extended compulsory attendance in a continuation school (or high school) to 16 and 17 year olds. That law alone increased the total by 7,000 students the next year.[50] In 1917, legislation standardized the required hours of attendance for the group ages 14-17 to eight hours per week for eight months. The trend was to more school for more people.

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[48] Spinti, op. cit., p. 97.

[49] Ibid., p. 99.

[50] Ibid., p. 127.

Bas-relief in the Assembly Chamber, State Capitol, honoring Charles McCarthy
(Photo courtesy of State Historical Society of Wisconsin, WHi(W645)31264.)

McCARTHY: A Vignette

The body of Charles McCarthy lay in state under the Capitol rotunda in Madison in 1921. A state funeral was the final expression of gratitude from the people of Wisconsin. In the Assembly Chamber of the State Capitol, there is a relief of his face with the inscription, "I, a wandering student, seeking knowledge, came knocking at the gates of the great University of Wisconsin, and it took me in, filled me with inspiration, and when I left its doors, the kindly people of the state stretched out welcoming hands and gave me a man's work to do."

This publication concerns itself primarily with his contribution to vocational-technical education. McCarthy, however was an innovative contributor to many aspects of Wisconsin life outside of education—from water power legislation to the way in which the state Legislature conducts its business.

McCarthy's mother had run a boarding house in Brockton, Massachusetts. His social conscience may have developed as a result of the motley group of boarders with which he communed daily. He enjoyed eavesdropping on their debates and discussions as he washed dishes in the boardinghouse kitchen.

A page torn from a scrapbook shows Charles McCarthy as a football player at Brown University. He excelled in the game. (Photo courtesy of State Historical Society of Wisconsin, WHI(X3)37524.)

As he grew older, he took part in the nightly rhetoric. As a young man, he was a member of Brockton's Saint Patricks Total Abstinence Society. (As a member of S.P.T.A.S., he took an oath of total abstinence from liquor. Even in later life he was described as "saintly" because he neither drank nor smoked.) The S.P.T.A.S. group was a mixture of professionals and laborers and held great debates at the clubhouse.

As a high school student, McCarthy did exceptionally well in history and exceptionally poorly in math. Although his interst in history was kindled by his father's love of reading and tales of Ireland, he did not expect to go on to college and did not take a preparatory course of study in high school. A fellow student recalled him as "another case of a bright student who received poor grades."[51] He excelled in football in high school and college and as a player was described as a "human cannonball."[52]

In later life he said he narrowly missed becoming "driftwood," but decided instead, to attend Brown University. Poverty followed him from high school to college. To earn money for school he painted scenery for plays. And though he was recognized as a star athlete, he worked between classes, grading the new athletic field. He was known for wearing old clothing. His Spartan habits were such that $300 lasted him for room, board, tuition, and spending money for a year; he routinely sent back to his mother the money she sent him every week.[53] His austerity did not prevent him from becoming close friends with fellow student John D. Rockerfeller. The unlikely friendship between the eventual statesman and the tycoon was to endure till the end of McCarthy's life.

In 1897 McCarthy received a Bachelor of Philosophy degree from Brown University. (Sixteen years later in 1913 he received an honorary Doctor of Letters degree from Brown. He had long nursed a strong antipathy toward lawyers and courts and thus enjoyed the coincidence: Edward White, Chief Justice of the Supreme Court received a Doctor of Law degree at the same time.) Immediately after college graduation, he took a job coaching the University of Georgia football team.

He came to Madison, Wisconsin, in 1898 to study history under Frederick Jackson Turner, the renowned professor of American history and Charles Homer Haskins, professor of European history. Fitzpatrick, McCarthy's biographer, says that Professor Turner hesitated to recommend an academic or diplomatic career for McCarthy. Fitzpatrick suggests delicately that it was not because of lack of scholarship, but perhaps because of his indifference to dress and a rugged, sometimes ungrammatical speech.[54]

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[51] Fitzpatrick, McCARTHY OF WISCONSIN, op. cit., p.11

[52] Ibid., p. 13

[53] Ibid., p. 15

Yet McCarthy—known to his friends as Mac—had a myriad of ideas about how the quality of life could be improved if government would lead the way. He received his Ph.D. from the University of Wisconsin in 1901 and began his career in Wisconsin government as a volunteer aide to Frank A. Hutchins, Secretary of the Free Library Commission. That same year, the Legislature directed the Commission to establish a working library in the Capitol for the use of the legislators which would include Wisconsin documents and those from other states. The Legislature provided for an assistant to manage the documents and Hutchins hired McCarthy as "document cataloger" at $83.33 a month.[55] Intended as merely a repository of information, the Legislative Reference Library, under McCarthy, would soon be drafting legislation.

He began his career in the heyday of the muckraking movement. President Roosevelt credited businessman E.H. Harriman with saying that he, Harriman, could buy a sufficient number of Senators and Congressmen or State Legislators to protect his interest and when necessary he could buy the judiciary.[56] In Wisconsin, the lumber barons and business enterprises exerted great influence. Fitzpatrick says that throughout the 1890's, politics had mixed with big money to form a formidable political machine which controlled conventions, nominees, elections.[57] Though Progressive Governor Lafollette was in office in 1901, the Progressives did not control the Legislature. Fitzpatrick says of the times, "Wisconsin was rich in forests, rich in pasture, rich in farmland, in lakes and water power - and weak in government."[58] McCarthy was interested not as much in exposing as in preventing business-dominated government.

Fitzpatrick says that before McCarthy's appearance, the Wisconsin Legislature's rudimentary methods of conducting business made manipulation and chicanery easy.[59] Bills were written and introduced in longhand. Scraps of paper were sent up as bills to the Speaker's desk. It was impossible to know how many amendments were before the Legislature at any given time. The halls of the Capitol were reportedly full of lobbyists who were the only ones who seemed to know when hearings would be held.

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[54] Ibid., p. 27.

[55] Ibid., p., 45.

[56] Ibid., p. 32.

[57] Ibid., p. 35.

[58] Ibid., p. 34.

[59] Ibid., p. 39.

McCarthy's Legislative Reference Library became much more than a library. It became a means of strengthening the Legislature by making it more accountable for the bills it introduced and passed.

McCarthy's best-known publication is THE WISCONSIN IDEA, an exposition on Wisconsin's Progressivism. Published in 1912, it cites examples of Wisconsin legislation relating to agriculture, business, elections, education, labor, health, public welfare, administration, and the Legislature itself. He used these individual pieces of legislation to show how Progressive aims were being achieved. Theodore Roosevelt wrote a warm and enthusiastic introduction to the book. Roosevelt said, "It is not an easy matter to secure justice for those who in the past have not received it, and at the same time to see that no injustice is meted out to others in the process."[60] That kind of thoughtful reform could well be considered the theme of the *Wisconsin Idea*. And all the tenets which are a part of the *Wisconsin Idea*—educational opportunities, progressive income tax, open primary elections, regulation of public utilities, etc.—sought to keep poverty to a minimum and to limit the influence of wealth.

One of the pillars of Progressivism or the *Wisconsin Idea* was the intimate relationship between the University and the state government. Some of the phrases of the day were, "The boundaries of the campus are the boundaries of the State," or "the democratization of knowledge," or "applying the scientific method to legislation." A 1913 magazine article was entitled "A University that Runs a State."[61] McCarthy was a key individual in promoting the interaction.

He bombarded UW President Van Hise with ideas on every subject relating to the University and kept him informed on related legislative developments. Mac's plan for

Dr. Charles McCarthy (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37526.)

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[60] Charles McCarthy, THE WISCONSIN IDEA (New York: The Macmillan Company, 1912), p. x.

[61] Robert C. Nesbit, WISCONSIN: A HISTORY (Madison: University of Wisconsin Press, 1973), p. 426.

the University Extension and the continuation schools is exemplary of the educational aspects of the *Wisconsin Idea* —to make education available to all for individual development and for the betterment of the society as a whole.

Though he never identified himself as such, McCarthy was one of the most articulate spokespersons for the Progressive movement. Moreover he provided philosophical continuity through his position with the Legislative Reference Library that elected officials could not provide due to the uncertainties of re-election.

The influence wielded by the Legislative Reference Library led to its near demise in 1915. A conservative Governor, Emanuel Philipp, had just been elected. The conservative Stalwarts were well aware of the key role McCarthy played in delivering Progressive legislation. The *blitz* that was launched against him in 1915 was a reaction to Progressive legislation of the prior 15 years.

In addition, some legislators attacked the Library itself as being overly powerful in general. Because it drafted all legislation, some said it made the legislators "figureheads in cogs."[62]

Governor Philipp was committed to getting rid of McCarthy and the Legislative Reference Library. He established a Joint Committee on Investigation of State Boards and Commissions which grilled McCarthy on his involvement in legislation. Philipp and other conservatives felt that much of Progressive legislation was Socialistic. In the hearing, Governor Philipp asked Mac outright if he was a Socialist to which Mac answered that he believed in the Panama Canal. Mac later wrote of the hearing, "Evidently the Governor thought I was a Socialist."[63] The Joint Committee was unable to substantiate malfeasance on McCarthy's part. (Philipp later came to rely heavily on McCarthy's counsel and the two became good friends.)

Also in 1915, a bill was introduced in the Assembly to get rid of McCarthy and transfer the Legislative Reference Library to the State Law Library. The room was jammed for the hearing. Interestingly, it was presided over by Assemblyman George Hambrecht whose career would be profoundly influenced by McCarthy.

> When McCarthy appeared, Hambrecht, the chairman, said that the purpose of the bill was to change the personnel of the Library. Mac said there must be a way to do that—summon the public servant before the Legislature and if his answers to Legislative inquiries were unsatisfactory to the legislature, dismiss him by a vote of lack of con-

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[62] Fitzpatrick, McCARTHY OF WISCONSIN, op. cit., p. 82.

[63] Ibid., p. 99.

> fidence. 'That, you ought to have power to do over all commissions. *But, do not burn the barn to kill the rat,*' said McCarthy.
>
> To the charge that the Library did not follow instructions, Mac replied, 'I stand ready to make a present of one hundred dollars to any man who can furnish information to show that my department has put into bills or taken out of a bill anything which the author of the measure did not order.'
>
> To Mr. Hambrecht's statement that 'there has been some criticism of your private conduct because you frequently express personal opinions,' McCarthy in characteristic fashion retorted, 'That is probably true, and I am going to keep on expressing opinions until I die. Any man that is worth his salt as the head of a department will express his opinions. That is what he is there for. If a man cannot express an intelligent opinion about his own business he ought not to be there.'[64]

Following the hearing, the bill was defeated in the Assembly on a roll call vote.

Though McCarthy and his Legislative Library survived the attacks, to an extent the disgruntled legislators were reacting to a very real power. McCarthy literally knew everything that was going on in the Legislature. He did not hesitate to put pressure on legislators to push for bills he favored. For example, in one instance, UW President Van Hise rather timidly requested the Legislature for funds without success. McCarthy became involved, pressed the Legislature for the bigger appropriation, and got it.[65]

The 1907 legislation which authorized the Commission to study education in Wisconsin was introduced at the direct request of McCarthy. It is ironic that McCarthy became a force in the Legislature similar to those he had tried to stymie. The difference was that he used his influence, not for personal gains, but for what he perceived as the greatest good for the public.

McCarthy's influence extended to Washington as well. In 1912 he was in great demand to help the major parties prepare their platforms and he did, in fact, work on four platforms—Republican, Democratic, La Follette's, and Bull Moose. Both the presidential candidates, Woodrow Wilson and Theodore Roosevelt, had asked him to visit and help them with their speeches and campaign platforms. He was close to Roosevelt for years and the two regularly exchanged ideas through the mail. That same year, McCarthy drafted federal legislation for a Trade Commission and an anti-trust bill.

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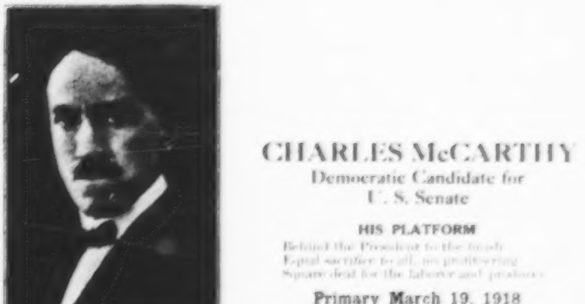
[64] Ibid., p. 85.

[65] Ibid., p. 236.

As is noted elsewhere, McCarthy himself drafted provisions of the Smith-Hughes Act passed in 1917. During WWI he worked in Washington directly under Herbert Hoover who was then Food Administrator. (Although Mac had not had direct experience with agriculture, it remained one of his enduring interests and while working for the Food Administration, he saw himself as the advocate of the farmer.)[66]

McCarthy ran for the U.S. Senate in 1918. Fitzpatrick calls it, "One of the strangest episodes in McCarthy's life...entirely out of character."[67] Up to that point, he had eschewed partisan politics. But it was events of WWI that prompted him to run. He was intensely patriotic. Fitzpatrick[68] says the war appealed very strongly to his natural fighting instincts. He regretted that his age and health prevented him from military service. At the same time he was distressed by the country's low morale and the lack of support for U.S. involvement in the War. When Democrat Paul O. Hustings died in 1917, he left an unexpired term in the U.S. Senate. Hustings had been a wholehearted supporter of President Wilson. But after Hustings' death, Mac feared that his successor would not support the President and U.S. War involvement. Though he had never been a Democrat, he felt he could win on the Democratic ticket because Wilson was a Democrat. Mac filed his



CHARLES McCARTHY
Democratic Candidate for
U. S. Senate

HIS PLATFORM
Behind the President to the finish
Equal sacrifice to all, no profiteering
Square deal for the laborer and producer

Primary March 19, 1918

(Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37525).

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[66] Ibid., p. 212.

[67] Ibid., p. 226.

[68] Ibid., pp. 212, 226-229.

nomination papers 18 days before the special primary. He waged his campaign with speeches and interviews. One of his statements reflects a nation not wholeheartedly committed to fighting.

> We are engaged in two wars. On the frontier of France we are fighting the Kaiser. Here at home we are fighting the real battle against Apathy, Selfishness, Profiteering, Muddleheadedness, Pacifism, Luxury, Display, and downright disloyalty. All of the regiments of the enemy are arraigned against us in Wisconsin in this fight.[69]

McCarthy was defeated in the primary. However Republican Irvine Lenroot was elected to the Senate seat. Lenroot fell in line with Governor Philipp's support of the War, so the final result desired by McCarthy was achieved after all.

In addition to launching the University of Wisconsin Extension and the system of continuation and adult schools in Wisconsin, McCarthy is credited with advancing legislation for primary elections, public utility regulation, workers' compensation, and for establishing the State Industrial Commission. So great was his influence, that even after his death, the vocational system continued to develop along the lines he had laid out. The McCarthy dogma remained intact till the 1950's when vocational schools began serving primarily adults. None of his Legislative Reference Library (now Bureau) successors have wielded the amount of influence within the Legislature that Charles McCarthy did.

McCarthy's many other accomplishments are too numerous to even be listed here. He was a tireless worker for his many causes. Those who knew him said he burned himself out. He died at the age of 48. His own humble assessment of his life's work was that "It is something where there was nothing."

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[69] Ibid., p. 231

SMITH-HUGHES

In February, 1917, the Smith-Hughes Act was passed, the first federal legislation specifically for vocational education. Under the Act, the federal government would pay half the cost of three types of efforts:

1) Salaries of teachers, supervisors, and directors of agriculture programs. (The amount was set at $500,000 yearly to be increased annually until 1926 when it would remain at $3 million annually.)
2) Salaries of teachers of trade, home economics, and industrial subjects. (The amounts were the same as for agriculture; however, the money was to be allotted to the states on the basis of the urban population and only 20% could go for teachers of home economics.)
3) Preparation of teachers, superintendents, and directors of agriculture, trade, industrial and home economics programs. (The amount began at $500,000 and would reach a maximum of $1 million in 1921 at which it would stay. The funds were to be allotted to states based on total population.)

McCarthy had been actively involved in the passage of the legislation. Fitzpatrick, McCarthy's biographer, says McCarthy drafted a number of provisions for the Smith-Hughes Act himself.[70]

A nine-member Federal Commission on National Aid to Education had been appointed by the President in 1914 to study the problem of how to reach the groups of employed people in need of more education. John A. Lapp, a student of McCarthy's, was on the Commission and used Wisconsin as an example of what could be done. Two other members of the Commission, Senator Hoke Smith and Representative Duffy M. Hughes, both from Georgia, eventually introduced bills which became the Smith-Hughes Act.

H.E. Miles, President of the Wisconsin Board of Vocational Education, was a member of the Vocational Committee of the National Manufacturers Association. Both he and McCarthy were concerned about the composition of the proposed federal board. They wanted it to be like Wisconsin's, composed of representatives of labor, capital, and agriculture, not just cabinet members. They were also concerned that the curriculum supported by the Act would promote intelligence, as well as skills. The words they chose were "vocational and civic intelligence."[71]

McCarthy's assistant, Dr. Turner, felt that organized labor in Wisconsin had influenced the AFL positively toward vocational education because of the good working relationship between the Board's employer and employee members, Miles and Frank J. Weber.[72] Frank Weber was the first president of the Wisconsin Federation of Labor in Wisconsin and a member of the 1911 Legislature. It was he who influenced the American Federation of Labor to support Smith-Hughes.

During the passage of the Smith-Hughes Act, McCarthy kept in close touch with Senator LaFollette, Senator Hustings, (D) Fond du Lac, and influential House member Irvine Lenroot, (R) Superior. He enlisted the support of University President Van Hise who was particularly influential with Senator Hoke Smith. McCarthy communicated with Earl H. Goodwin of the U.S. Chamber of Commerce and Alvin S. Dodd of the National Society for the Promotion of Industrial Education.[73] So the final passage of the Smith-Hughes Act represented a great deal of influence from Wisconsin.

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[70] Ibid., p. 274.

[71] Ibid.

[72] Spinti, op. cit., p. 110.

The Federal Board of Vocational Education was created in 1917 to study the problems of vocational education, supervise vocational education in states aided by federal grants, and study the work in states receiving federal aid in rehabilitating those disabled by industry. It was composed of the Secretaries of Agriculture, Commerce, Labor, and the U.S. Commissioner of Education. As McCarthy had wanted, the Board included three citizens appointed by the President representing the interests of manufacturing, labor, and agriculture.

By December of 1917, every one of the 48 states had accepted the provisions of Smith-Hughes and submitted plans to the Federal Board. States continued to take advantage of the federal funds. In 1918, there were 164,186 enrolled in federally-aided schools. By 1921, the national number was 305,224.[74]

BOARD AUTHORITY INCREASES

The 1917 Legislature resolved the problem of control of the continuation schools. Chapter 675 changed the State Board of Industrial Education to the *State Board of Vocational Education*. Schools previously known as continuation schools became *vocational schools*. The composition of the Board also changed (Chapter 494). An ex officio representative of the Wisconsin Industrial Commission was added. (The Commission had authority over work permits and the indenturing of apprentices. Its representation on the Board was to ensure coordination between the in-school instruction and the on-the-job training.) The Superintendent of Instruction remained as an ex officio member, but the two UW deans were no longer members. There would be a total of nine appointees—three employers, three employees, and three farmers. The farm members were added because of the agricultural funds recently made available through the federal Smith-Hughes Act.

As part of that same law, the State Board of Vocational Education was designated as the sole agency to work with the newly created Federal Board of Vocational Education. The Board could hire a Director of Vocational Education and assistants to develop and supervise the work of the Board. Basically, the Board was handed the responsibility for the future development of vocational education in the State.

McCarthy had actively campaigned for the new State Board. It would have the powers he had originally envisioned for it. Understandably, Cary fought the re-creation of the powerful board. He claimed that the Board, composed of non-educators, was not competent to supervise education.

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[73] Fitzpatrick, McCARTHY OF WISCONSIN, op. cit., pp. 274-275.

[74] W. Stull Holt, THE FEDERAL BOARD FOR VOCATIONAL EDUCATION: ITS HISTORY, ACTIVITIES, AND ORGANIZATION (New York: D. Appleton and Company, 1922), p. 7.

He said manufacturers were attempting to control education for their own ends and that the politicians were helping them. By separating practical education from general, a caste system would result and education in total would lose its vitality. He warned of a rigid, Germanized system.[75] But the strong Board prevailed. Cary continued his attacks and showed his displeasure by attending only several meetings in the next three years.

When the new State Board of Vocational Education met in August, 1917, E.W. Schultz, the employer member, was elected president. Frank Glynn, formerly an assistant to the Board, was employed as the first so-named Director of Vocational Education for Wisconsin. The first task was to formulate a state policy to be reported to the Federal Board of Vocational Education. For 1917-18, Wisconsin received $38,078.05, in Smith-Hughes funds, of which $11,873.55 was for salaries of trade, home economics, and industrial teachers.[76]

THE FEDERAL-STATE-LOCAL PARTNERSHIP

The almost simultaneous creation of the Federal Board (February 23, 1917) and re-creation of Wisconsin's Board of Vocational Education exemplifies the symbiotic relationship that has existed between federal, state, and local initiatives in vocational education. The Smith-Hughes legislation was shaped through Wisconsin's influence and example. The federal legislation, in turn, strengthened and extended Wisconsin's existing system. The same mutually beneficial relationship is extended to and from local government. Local governments had always paid and to this day pay the major share of the support of vocational education. Without local systems in place, the state and federal money would be utterly inadequate to create any sort of impact. However, the state and federal funds enable local programs to go far beyond what they might be able to accomplish with their own resources alone. It is a triumph for vocational, technical and adult education at all three levels that this mutually beneficial relationship continues to exist.

WORLD WAR I

When the United States entered World War I in 1917, Wisconsin vocational schools immediately began training for the jobs most needed in the war effort—telegraphers, truck drivers, bakers, horseshoers, and typists. In 1918, State Director Frank Glynn was named State Director of War Emergency Education for Field Service. The Board was to act as the State Committee for war emergency education on production. This would be done in cooperation with the National Committee of the Council of National Defense which was chaired by H.E. Miles of Racine.

Glynn resigned as Director to take a federal position in war production training. John Callahan, who had been Superintendent in Menasha, was named the new State Director of Vocational Schools and Secretary of the Board. To further assist in the war effort, the Board loaned two of the state supervisors for trade and industry, A.R. Graham and E.E. Gunn, Jr., to the U.S. Ordnance Department to establish training programs. By the time the war was over, it appeared that people were satisfied with the job the vocational schools had shown they could do.

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[75] Edward A. Fitzpatrick, "Dual Control in Wisconsin," WISCONSIN'S EDUCATIONAL HORIZON, Vol. 4, No. 3, Part I (Madison: State Board of Education, 1921), p. 6.

[76] Spinti, op. cit., p. 115.

Original caption read, "Vocational Training Class, about 1910-20. Conscripted men learning horse shoeing. Shoeing horses of American Express Company." (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37522.)

ONE BOARD STUDIES ANOTHER

A State Board of Education was established in 1915. Edward A. Fitzpatrick was Secretary to the ten-member Board. Fitzpatrick explained the function of the Board:

> The State Board of Education...has no operating functions except the administration of the Educational Bonus Law, but which is charged with more or less general financial oversight. This Board makes the budget recommendations to the legislature. The Board has felt that the only way financial recommendations could be made intelligently was in the light of an educational policy.
>
> The State Board of Education has, therefore, set about to accumulate the fullest amount of information regarding the educational institution as a basis of educational policy...[77]

In 1919, John Callahan, Director of the State Board of Vocational Education, requested that the State Board of Education undertake a study of the vocational schools. Callahan said, "We have asked for this study in order that we may know all the facts—bad as well as good, weak as well as strong—on the theory that the people we can least afford to deceive are ourselves."[78]

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[77] Fitzpatrick, "Genesis and Purpose of Vocational School Survey," op. cit., p. 3.

A survey of the continuation and night schools was directed by Fitzpatrick and Jennie Turner, formerly McCarthy's assistant. The School Board's report was presented to the Legislature in 1920 and suggested that the State Board spend more of its time in planning and supervision. The report recommended that more specialists were needed on the Board and that state course outlines needed to be more fully developed with the help of local teachers.[79] Most of the report's recommendations were not acted upon legislatively. However, the role of the State Board of Vocational Education that Fitzpatrick advocated as a resource for local schools continued to develop. (The short-lived state Board of Education was abolished in 1921.)

A FRIEND IN THE SUPERINTENDENT'S CHAIR

The report of the Board of Education suggested that improved relations were needed between the State Board of Vocational Education and the Superintendent of Public Instruction. It became a moot point in 1921 when the vocational education groups joined forces to get rid of Cary. In addition to being alienated from vocational educators, Cary found himself in trouble with rural areas of the state for his heavy-handed supervision of local schools.[80] His opponent for Superintendent, State Director of Vocational Education, John Callahan, had the support of labor, industry, and the University. (Cary and UW President Van Hise had become open enemies in the press by then.) A former school superintendent himself, Callahan easily won the election against Cary. George P. Hambrecht became the new State Director of Vocational Education. Even as a legislator, he had been very interested in vocational education and until his appointment as Director, he had been a member of the State Industrial Commission.

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[78] Ibid., p. 5.

[79] Spinti, op. cit., pp. 123-124.

[80] McGivney, op. cit., p. 81.

John Callahan, State Vocational Director, 1918-21, and later Superintendent of Schools from 1921-49 (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)15129.)

CALLAHAN: A Vignette

John Callahan was Wisconsin's third State Director of Vocational Education. He assumed the position after the second Director, Frank Glynn, left the State in 1918. In 1921 Callahan successfully ran for State Superintendent of Public Instruction and was succeeded as Director by George Hambrecht. Callahan was able to do almost as much for vocational education as head of Public Instruction as he had as State Director. Writing in 1924, Conrad Patzer said of Callahan, "Since he assumed office on the third of July, 1921, he has put into effect the policy of cooperation, and the State Board of Vocational Education and the State Superintendent of Schools are working together for the best interests of all the children of the state."[81] Both Callahan and Hambrecht had offices in the State Capitol in Madison. One can imagine the close and congenial working relationship between the two agency heads. Callahan was a faithful ally and throughout his term there was none of the inter-agency conflict that had occurred earlier.

A friend of the family, Robert P. Moser, Professor Emeritus, University of Wisconsin-Madison, said that Callahan was politically astute."He came on like a local yokel farm boy, but he was sharp as a tack. He deliberately used that strategy to disarm his political opponents."[82] Moser added that in addition to being shrewd, Callahan possessed a photograhic memory.

He was born in Goldens Bridge, New York. He attended high school in Prescott, Wisconsin. He taught in rural schools for five years and became Supervising Principal in Glenwood City, Wisconsin, 1890-98, and in New Richmond from 1899-1901. He held the position of Superintendent of Schools in Menasha from 1901-18. After he retired, he received his Doctor of Letters degree in 1950 from the University of Wisconsin.

While he was State Superintendent, he proposed a new idea in school aids in a publication entitled EQUALIZING EDUCATIONAL OPPORTUNITY IN WISCONSIN. When he assumed office, state aid to a school district was based on the number of people between the ages of 4-20 in the district. Wealthy districts received the same amount as poor districts with the same population. Callahan said that because of the gross inequities in district wealth, the existing method was not equitable. Callahan was the first to suggest equalization of value for those districts whose valuation was insufficient to provide adequate tax revenues to support the schools. In 1949, the year he retired, guaranteed equalized valuation became the basis of distributing state school aids.

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[81] Conrad E. Patzer, PUBLIC EDUCATION IN WISCONSIN (Madison: Department of Public Instruction, 1924), p. 330.

[82] Interview with Robert P. Moser, November 6, 1981, Appleton, Wisconsin.

Callahan also gave considerable impetus to the consolidation movement. He suggested that no aid be given to districts with less than $100,000 in real valuation. "Districts of so low a valuation are uneconomical of operation and will require too large a proportion of state aid for their effective maintenance."[83]

The consolidation movement spearheaded by Callahan effectively reduced the number of districts. In 1924, Wisconsin had 7,329 school districts.[84] In 1980, there were 436. (1959 legislation mandated that all schools had to be in a district with a high school by June 30, 1962.)

His professional memberships included the National Education Association, the American Vocational Association, the Wisconsin Association of School Administrators. He was also a member and past president of the Wisconsin Anti TB Association.

John Callahan died in 1956 and is buried in Clayfield, near Ellsworth, Wisconsin.

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[83] John Callahan, EQUALIZING EDUCATIONAL OPPORTUNITY IN WISCONSIN (Madison: Department of Public Instruction, 1924), p. 62.

[84] Ibid.

CHAPTER II

THE 1920's

ANOTHER ATTENDANCE LAW

Another compulsory attendance law in 1921 (Wisconsin Statutes, 1921, Section 1728d) contributed to the growth of vocational schools. The Legislature had pushed for required attendance to age 18 in 1919, but the State Board had forestalled the action, fearing that local vocational schools could not immediately accommodate such an increase in students. The law required compulsory attendance until age 18. Youth in communities that had vocational schools had to attend year round, half-time between ages 14-16. At age 16 they could attend eight hours per week until age 18. Because of the increase in students the law would produce, communities could request an extension on implementation until 1923 with State Board approval. Though the legislation passed after McCarthy's death, it had been introduced while he was still alive. Dr. Turner and Dr. Fitzpatrick of the State Board of Education had engineered passage of the bill in his place.

There was some opposition to the compulsory attendance law. Fitzpatrick says that young people themselves were opposed to it.[1] Charles Nevitt of Paine Lumber Company in Oshkosh was a vocal critic of the required day per week in school for 16-18 year olds, but he could never gather enough support to do anything about it.

A FAVORABLE SUPREME COURT DECISION

By 1920, the maximum mill rate had been raised to 1½ mills, a level at which it remained throughout the 20's. A case in Beaver Dam that year further strengthened the authority of local boards of vocational education. (State ex rel Warner Hathaway, et al v. Frank J. Mirluck, et al [174 Wis 11]). The city of Beaver Dam had not assessed the full levy requested by the Vocational Education Board. When the Board took the case to court, the lower court had ruled against the Board. The case was appealed to the

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[1] Edward A. Fitzpatrick, "Human Engineering in the Continuation School," WISCONSIN'S EDUCATIONAL HORIZON, Vol. 4, No. 4, Part 2 (Madison: State Board of Education, 1922), p. 9.

Wisconsin Supreme Court and the Governor instructed the Attorney General to assist the local Board in its appeal. Wisconsin's State Supreme Court ruled in favor of the local Board, establishing once again the legality of its taxation prerogative.

TEN YEARS AFTER

By 1921, the major legal battles for the vocational system had been fought and won. (A bill was introduced in 1923 to get rid of the schools in cities of 10,000 or less, but it died quickly for lack of support.) State Director George Hambrecht, formerly a state legislator from Wisconsin Rapids in Wood County, had always been interested in vocational education. State Superintendent John Callahan was himself former State Director of Vocational Education. The combination of George Hambrecht as State Director and Callahan as Superintendent of Public Instruction contributed to the vitality of the vocational system. When McCarthy died, 10 years after the passage of the 1911 legislation, a great deal had been accomplished. State aid had increased from $10,000 to $150,000. The taxation power of the local boards had tripled, and in 1921, there were 47 city vocational schools. The system continued through the 20's with little administrative conflict until 1944 when a new leader would emerge.

Oil portrait of George P. Hambrecht, by John A. Nielson (Photo courtesy of State Historical Society of Wisconsin, WHi(D488)12152.)

FITZPATRICK: A Vignette

Dr. Edward A. Fitzpatrick was a general educator who never held a position within Wisconsin's vocational system. Yet vocational education is indebted to him for the philosophical support he gave during the early days, and also for his legacy of publications. The descriptive studies of early continuation schools carefully compiled by Fitzpatrick and Dr. Jennie Turner are virtually the only comprehensive history we have of those days.

He was born in New York in 1884. His educational record is impressive: from Columbia University, he received his B.S., M.A., and Ph.D. degrees. In mid life he earned three additional doctoral degrees from Loyola University in Chicago, St. Louis University, and Loyola University, New Orleans. Several honorary degrees were awarded him as well.

He taught in New York's public system for five years before entering the Army in 1917. Even in the military, Fitzpatrick's interest in education and vocational preparation was evident. He remained in the Special Reserve and taught briefly in the Industrial College of the Armed Forces and served as one of its consultants from the mid-40's till his death in 1960.

He served the federal government during the Depression as Chairman of the State Recovery Board and NRA Conciliation Board in 1933. Fitzpatrick also served as an investigator for the Federal Commission on Industrial Relations.

He was Dean of the Graduate School of Marquette University from 1924-39. He was educational director of Marquette's College of Hospital Administration, the first of its kind in the U.S. He was president of Mount Mary College for Women, Milwaukee, 1929-54. He must have been a man of enormous energy, as he held these positions simultaneously at times and managed to publish an array of books on a variety of topics: budget-making; conscription; criminology; city government. His educational books included THE CATHOLIC COLLEGE IN THE WORLD TODAY, PHILOSOPHY OF EDUCATION, and HOW TO EDUCATE HUMAN BEINGS which was translated into German.

He wrote biographies of St. Ignatius, La Salle, and DeWitt Clinton. The biography for which we are most indebted is McCARTHY OF WISCONSIN. Fitzpatrick captured the essence of this man who was his friend and who launched vocational, technical and adult education in our state. Very few vocational dissertations or studies fail to cite McCARTHY OF WISCONSIN as a source because the book so thoroughly captures the man and the movement.

Dr. Edward A. Fitzpatrick, Secretary of Wisconsin State Board of Education (Photo courtesy of State Historical Society of Wisconsin. WHi(X3)37527)

Fitzpatrick left Wisconsin in the 1950's and became active in government and educational activities on the East Coast. During the 50's he conducted a study of publications of the U.S. Office of Education for the House Committee on Labor and Education. He was a consultant to the Applied Physics Lab of Johns Hopkins, and Director of the Institute of Human Education.

He became an envoy of some international importance. In 1945 he was sent to France by the U.S. Foreign Economic Administration as the personal representative of the administrator. In 1951, he was guest professor at the University of Mainz in Germany. On the trip, he investigated American studies programs in German Universities. He was a consultant to the Brazilian Center of Educational Research in 1956. For the U.S. Information Service he conducted a pilot study on books about American Democracy. (He was a lifetime member of the American Political Science Association in addition to many other associations.)

This cataloging of accomplishments is intended to impress on readers what a valuable ally vocational education had in Edward Fitzpatrick. He was a man of great intelligence, ability, and elegance. He was probably not aware that while he was documenting the early history of vocational education, he himself was becoming part of it.

Though he became involved in a variety of endeavors, education was his first interest. At the core of that interest was a deep commitment to the importance of the individual person. In his book on criminology, he said

> It must never be forgotten that human beings are individuals. Treating them in groups or *en masse* may be necessary at times, but the great concern of social effort is with individuals. You cannot raise the mass unless you raise the individuals which constitute it...The representative of the social institution...must always think of his problems in terms of Johnny and Jane—and in terms of the least of these.[2]

He called his views "religious humanism." He freely mixed sociology with religion and his books are sprinkled with quotations from and references to the Bible. (He also liberally quoted Carlyle, Kipling, Socrates, Omar Khayyam, Tennyson, Pope, and other classical writers.) He rejected fatalism and social determinism and accepted "...the doctrine of free will and responsibility of human beings for their acts."[3]

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[2] Lois L. Higgins and Edward A. Fitzpatrick, CRIMINOLOGY AND CRIME PREVENTION (Milwaukee: The Bruce Company, 1954), p. 451.

[3] Ibid., p.v.

He called "credititis," or the preoccupation of students and institutions alike with credits and not necessarily substance, a "cancerous social malady."[4] And while no educator would defend credititis, many lament it by virtue of the fact that much valuable knowledge goes begging. True to his humanism, Fitzpatrick mourned the potential loss in more personal terms. "For a university to get lost in processes of degree mongering, to become a diploma mill is a betrayal of civilization...It is a waste of the most precious of human things—human capacity."[5] That statement sounds very similar to the statement McCarthy made many times, that human beings were our country's most valuable resource. Fitzpatrick saw learning as dynamic and interactive and wanted to see individuals very much involved in their own learning. He deplored rote learning and memorization. His introduction to a textbook explains it.

> Mere knowledge, which is to be utilized at examination time and to be forgotten forever after the semester credits are entered in the Registrar's records, is not the purpose of this book. A germinal knowledge, a live knowledge, an energized knowledge for [the] student...is our aim.[6]

Writing before it was vogue to reject the *tabula rasa* theory, Fitzpatrick said

> Teaching is a spiritual process. It is not a pouring process—of knowledge or anything else—into the 'empty' heads of the students. It is not an inscribing process of what the teacher thinks, feels, or does on a *tabula rasa* of the child's mind.
>
> ...The teacher's function...is to create a special environment in which the human mind through its own powers may develop.[7]

By their very nature, continuation schools offered learning that was interactive and dynamic. Given his philosophical bent, it is easy to see how the practical learning by doing of the schools appealed to Fitzpatrick. (One tantalizing thought is that the continuation schools may have in fact influenced his thinking in this regard. Until the time that he started writing about the continuation schools for the State Board of Education, his educational experience had been limited to liberal education. Perhaps the schools furnished that *special environment* of which he spoke.)

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[4] Edward A. Fitzpatrick, THE CATHOLIC COLLEGE IN THE WORLD TODAY (Milwaukee: The Bruce Publishing Company, 1954), p. 247.

[5] Ibid., p. 24.

[6] Higgins and Fitzpatrick, op. cit., p. 4.

[7] Fitzpatrick, THE CATHOLIC COLLEGE IN THE WORLD TODAY, op. cit., pp. 247-248.

The most interesting and powerful contribution Fitzpatrick made was his own equally strong commitment to both liberal and vocational education. The two camps tend to be seen as different, and perhaps, opposing. Traditionally, liberal and vocational educators have sought this separation and have actively maintained it. Fitzpatrick said:

> Between a genuine liberal education and a genuine vocational education there is no essential difference. The difference is a difference of material—one has at its center, the vocational material, and the other, the cultural materials of our civilization.[8]

He went on to say that the clash occurs when liberal education is compared with short-term training. He developed his argument almost like a geometric proof. First, he defined a liberal education. He said it was not a formal discipline, nor did it require any special subject matter. Rather, the identifying characteristic of a liberal education is that it develops the ability to discriminate, social insight, and personal responsibility. "Instead of being useless, it is supremely useful, even though, as in the case of philosophy, it butters no bread. This is because its concern is the meaning of life and its power is to rise superior to daily circumstances."[9]

Vocational education, he said, must first teach a skill, but it must also take "...problems of modern industry into the classroom to be studied, not only from the viewpoint of mere industrial efficiency, but also of the welfare of the industrial society."[10]

> I believe with the American Federation of Labor in a movement of insight that this vocational education in its lower levels must be not so much training for industry as training for life in an industrial society, and with the humanistic view once expressed by the National Association of Manufacturers that vocational education is not teaching for an occupation only; it is the making of men and women.[11]

His aim was that vocational education would, like liberal education, teach students discrimination, social insight, and personal responsibility. This was entirely consistent with McCarthy's theory of civic intelligence which he wanted the part-time schools to develop. That is why in the 1911 legislation, McCarthy spelled out subjects that must be taught to continuation students along with the purely vocational: civics, English, psychology, hygiene, safety. The curricula of today's associate degree programs reflect McCarthy's civic intelligence and the essence of Fitzpatrick's liberal education. Courses in communications, human relations, and American institutions are built into the curriculum. Furthermore these courses as much as possible focus on challenges students are likely to face in business and industry.

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[8] Edward A. Fitzpatrick, PHILOSOPHY OF EDUCATION (Milwaukee: The Bruce Publishing Company, 1953), p. 47.

[9] Ibid., p. 4.

[10] Ibid., p. 46.

[11] Ibid., p. 47.

If Fitzpatrick's reasoning about vocational education imparting discrimination, social insight, and responsibility may be said to have a flaw, it is that he failed to see that there are people who *need* to have a skill that can be developed in a very short time so that they may be employed. And that people without successful employment experience are not interested in developing those attributes. Contrary to Fitzpatrick's feelings, there is a place in vocational education for short term training that is just that, *training*. And, the federal government's justification for providing funds for disadvantaged groups to receive vocational training is that, upon having that successful employment experience, social responsibility, to a greater or lesser extent, will follow.

Fitzpatrick's visions of the vocational schools of the future have come true in more ways than one. In 1922 he described today's VTAE institutions with uncanny accuracy. "I see the continuation schools of the future as a great agency of adult education, meeting every local educational need not provided for in the regular school system."[12]

He was very much aware of the essential part a vocation plays in one's life.

> It determines to a large degree what we read, who our associates will be, what our hobbies are and other activities will be...It will determine the conditions of the application of our liberal education to the extent we have it, to our life.[13]

But he also agreed with McCarthy that education was the one way that workers could ever have a good life. Fitzpatrick said that vocational education

> ...must not mean a denial of the intellectual life or of a liberal culture or of a spiritual outlook on life...The full purpose of vocational education is beyond itself. It is for leisure—for human living. It settles the elementary problem of economic self-support for oneself and one's family...It

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[12] Edward A. Fitzpatrick, "Human Engineering In the Continuation School," WISCONSIN'S EDUCATIONAL HORIZON, Vol. 4, No. 3, Pt. 2 (Madison: State Board of Education, 1922), p. 10.

[13] Fitzpatrick, PHILOSOPHY OF EDUCATION, op. cit., p. 48.

> frees the individual for what Aristotle called 'the rational enjoyment of leisure.' It frees him for the development of his highest human possibilities.[14]

It was his hope that through the education of workers, "Men in rendering of essential services [would be] raised out of a level of deadening routine, would be touched in their imagination, and would have the vision to realize the social good they were doing."[15] His humanism was evident when he said:

> The human being is an end, not a means—either for government or for industry. The ultimate purpose of industry as of all social machinery is to make better men and women whatever be its proximate end—bathtubs, furniture, food, carpets, farm machinery, or what not.[16]

He frequently spoke of work and leisure as equally important human activities. If industry is to remain dehumanizing and repetitious, then people must accept that "...the industrial processes of our society are a necessary evil, and human beings should spend as little time in them as possible. Here is the educational basis of the five-day week and the six-hour day."[17]

Writing in 1922, he said that certain areas in the State had their own specialized industries—pulp and paper in the Fox Valley, auto manufacturing in Racine and Milwaukee, furniture and cabinet-making in Sheboygan, the manufacture of iron, steel, and electrical appliances in Milwaukee, mining in Platteville, etc. Therefore, he reasoned

> ...would it not be wise and for the best interests of the state industrially and for the best interest of the workers in these great industries to establish special technical schools as type schools and to serve, not only the local community, but the whole state and the whole industry wherever located in the state.[18]

His thought was that these special technical schools would be sub-units of existing continuation schools, each with its own sub-director, and eligible for a much larger percentage of state aid than continuation schools were receiving. He drafted a "suggestive bill" entitled "Wisconsin Plan of Technical Training" which outlines the provisions for the technical departments.[19] (There is no evidence that the bill was actually ever introduced.)

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[14] Ibid., p.44.

[15] Ibid.

[16] Ibid., p. 46.

[17] Ibid.

[18] Fitzpatrick, "Technical and Trade Training Through the Continuation School," WISCONSIN'S EDUCATIONAL HORIZON, Vol. 3., No. 6 (Madison: State Board of Education, 1921), p. 8.

The configuration we have today reflects his thinking. Technical institutes do offer technical programs along with curricula that in former days would have been in the domain of the continuation schools. While each district has a number of technical programs, rather than a single large technical program as Fitzpatrick proposed, there is a degree of specialization by geographic area. Fox Valley Technical Institute in Appleton offers Flexographic Printing and Pulp and Paper Technology for the paper industry of the Valley. Northeast Wisconsin Technical Institute offers Maritime Construction for the shipbuilding industry of the Penninsula. Nicolet Technical College in Rhinelander offers a program for Timber Harvesting Large Equipment Operators to serve the forestry industry of the North.

Today's technical programs offer the crucial blend of theory and practical application that Fitzpatrick advocated. He proposed that advisory boards be created for technical programs made up of "employers and employes in the industry...who are interested in the educational aspects of their problem and who are particularly well-informed on its industrial and educational sides."[20] All occupational training programs in Wisconsin's VTAE districts have advisory committees intended to fulfill the functions Fitzpatrick described.

He suggested that once the technical programs were established, industry would provide scholarships. Today's VTAE foundations have been developed largely to provide scholarships for students. They rely heavily on scholarships from industry which are earmarked specifically for students in programs related to those industries.

In the 1980's, fiscal constraints coupled with the breakneck pace of technology have caused a very real concern within the vocational-technical community: how will we be able to provide quality training when equipment is obsolete the day it arrives and when funds to replace it simply are not there? One proposed solution is to build cooperative work experience components into programs to augment basic instruction. In a cooperative work experience with industry, students would be introduced to the very latest equipment and machinery. Once again Fitzpatrick was thinking ahead and suggested that technical programs be "...operated in close correlation with the actual industry, preferably on a co-operative plan of alternate weeks in shop and school..."[21]

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[19] Ibid., pp. 21-23.

[20] Ibid., p. 12.

[21] Ibid., p. 8.

It is clear that Fitzpatrick foresaw the route the continuation schools would take and in articulating that route so well, he helped clear the way.

He was forward-thinking in many ways. One cannot help but be impressed by his views on vocations for women. Writing during the early 50's, he said of Mount Mary College, "It trains them to be gentlewomen first; and then it prepares them, according to their special interests, *to carry their own economic load in society* through the vocations of the teacher, the social worker, the business secretary *or executive,* the occupational therapist, the dietician, the medical technologist, the demonstrator, the musician, the public speaker and the artist." [Emphasis Added][22] Not many people at the time were discussing the need for women to carry their own economic load in society.

Fitzpatrick is credited with drafting at least four pieces of Wisconsin legislation. All four reflect his commitment to people and education. He drafted: the first minimum wage law for teachers in 1913; a law authorizing establishment of a Training School for Public Service at the University of Wisconsin in 1917; the Wisconsin Educational Bonus Law, 1919, for WW I veterans; a half-time school law for children in industry, 1921. (The latter, Wisconsin Statutes, 1921, Section 1728d, was the law that McCarthy had wanted because it increased the compulsory attendance age and the number of hours minors had to attend school. McCarthy died before it passed, but Fitzpatrick and Dr. Jennie Turner saw to it that the bill became law. It did subsequently increase the enrollments of the continuation schools.)

It was during his tenure as Secretary and Statistician of the Wisconsin Board of Education that Fitzpatrick made his written contribution to Wisconsin's history of vocational, technical and adult education. He edited WISCONSIN'S EDUCATIONAL HORIZON, a bi-monthly publication of the State Board of Education. There were ten members on the Board, but it is unlikely that any one of them wrote a word of the HORIZON. Fitzpatrick called himself the editor, but the language is unmistakably his and that of his assistant, Jennie Turner. Five issues of WISCONSIN'S EDUCATIONAL HORIZONS (See bibliography) contain excerpts from the study of continuation schools done by Fitzpatrick for the Board of Education:

1) Genesis and Purpose of Vocational School Survey (Includes "Beginnings of Continuation Schools in Wis-

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[22] Fitzpatrick, THE CATHOLIC COLLEGE IN THE WORLD TODAY, op. cit., p. 241.

consin" and "History of Continuation Schools in Wisconsin"), 1921.

2) Technical and Trade Training Through the Continuation School, 1921.
3) Dual Control in Wisconsin, 1921.
4) Human Engineering in the Continuation Schools, 1922.
5) An Inventory Description of Wisconsin's Continuation Schools, 1922.

Any student of Wisconsin's history should read these booklets. They provide a rich history of the vocational system through 1922.

Edward Fitzpatrick died in 1960 and is buried in Arlington National Cemetary in Washington, D.C.

FEDERAL FUNDS CAUSE CHANGE

In the early days of federal funding, funds had simply been prorated for the State. Each school received a percentage of the total based on its total cost. In 1923, the State Board decided to switch to a project basis. In that way, federal funds could be used to foster certain new efforts, rather than to maintain present programs. (The project method of disbursing federal funds is used today by the State Board of Vocational, Technical, and Adult Education.)

A new kind of vocational education personnel appeared in the amended 1924 State Plan for vocational education—the coordinator. Federal policy encouraged the use of coordinators to ensure that vocational education and business and industry remained close. Some of the duties of the coordinators included:

a) Providing vocational guidance to students
b) Developing instruction to meet individual needs
c) Adapting industry materials to vocational schools
d) Maintaining advisory committees
e) Keeping student records
f) Serving as ombudsmen for vocational education in the community

Like teachers' salaries, coordinators' salaries were to be reimbursed up to 50% with Smith-Hughes funds.

TRADE AND INDUSTRIAL EDUCATION IN THE 20's

Since the establishment of continuation schools, sporadic proposals had been made for hiring itinerant teachers for the trades. However, it was not until 1924 that the first itinerant teacher was reported. The plumbing instructor traveled between the vocational schools in northeast Wisconsin. In 1928, there were four circuits in plumbing. Circuits had been established by then in electricity, papermill instruction, painting and decorating, and foreman training.[23] By 1930, the itinerant programs were so popular, that they, plus adult trade extension classes, would require all the federal funds available for trade and industrial education.

The day programs in trade and industrial education offered three types of courses:

a) Trade extension—for those already employed

b) Trade preparation

c) Trade finding—those who were not sure which occupation they wanted got experience in a variety of shops.

By the end of the 20's, a great variety of trade and industrial courses were available: woodworking, carpentry, patternmaking, cabinetmaking, machine shop, printing, electricity, including specific courses in electrical wiring, armature winding, construction, and power; auto mechanics, including units in automotive repair, ignition, battery service, tire service, motors, and chassis; sheetmetal; and drafting. Some of the larger schools had courses in shoe repair, foundry practice, forging, plumbing, bricklaying, painting and decorating, general metal working, watch repair, meat market practice, and special courses for the service trades.[24]

Trade and industrial courses for girls were limited because, "It was claimed that most girls preferred the homemaking courses. Trade and industrial courses offered were usually power machine operation, telephone operation, manicuring, hair dressing, beauty culture, dress making, and millinery. These were offered either on a trade-preparatory or trade-extension basis."[25]

Original caption read, "Girls learning telephone operation. Girls staying at home and doing homework wanted to be telephone operators. Not old enough to go into telephone exchange. Would have to go in, even if old enough, as apprentices at less pay. So school engaged telephone instructresses to train them - find out if adapted." (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37532).

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[23] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), p. 146.

[24] Ibid., p. 158.

[25] Ibid., p. 159.

Figure III

VOCATIONAL SCHOOL ENROLLMENTS IN THE DIFFERENT CITIES OF WISCONSIN 1922 - 1923 SCHOOL YEAR[26]

		Type of Program					
Cities	**Population**	Part Time	Half Time	Full Time	Total Day	Evening	Grand Total
Antigo	8,431	168	30	5	203	371	574
Appleton	19,561	371	117	12	500	789	1,289
Ashland	11,334	---	---	---	---	239	239
Beaver Dam	7,992	94	57	---	151	238	389
Beloit	21,284	276	19	68	363	602	965
Chippewa Falls	9,130	39	10	5	54	573	627
Cudahy	6,725	310	---	---	310	197	507
Eau Claire	20,880	183	18	---	201	609	810
Edgerton[a]	2,688	35	---	---	35	21	56
Fond du Lac	23,427	424	67	4	495	445	940
Fort Atkinson[a]	4,915	---	---	---	---	173	173
Green Bay	31,017	695	276	113	1,084	662	1,746
Janesville	18,293	230	60	107	397	294	691
Kaukauna	5,951	79	30	---	109	182	291
Kenosha	40,277	457	256	19	732	1,502	2,234
La Crosse	30,363	587	71	4	662	1,775	2,437
Madison	38,378	508	75	304	887	1,401	2,288
Manitowoc	17,563	378	193	11	582	502	1,084
Marinette	13,610	271	18	14	303	592	895
Marshfield	7,394	184	---	---	184	176	360
Menasha	7,214	205	38	---	243	153	396
Menomonie	5,104	27	---	---	27	215	242
Merrill	8,063	45	31	---	76	225	301
Milwaukee	457,147	12,362	53	683	13,098	7,005	20,103
Monroe[a]	4,788	---	---	---	---	149	149
Neenah	7,171	86	24	---	110	134	244
New London[a]	4,667	74	---	---	74	51	125
North Milwaukee[a]	3,047	---	---	---	---	36	36
Oconto[b]	4,920	---	---	---	---	84	84
Oshkosh	33,162	566	306	2	874	666	1,540
Portage	5,582	---	---	---	---	126	126
Racine	56,593	586	260	118	964	1,942	2,906
Rhinelander	6,854	66	1	---	67	122	189
Sheboygan	30,955	605	451	2	1,058	776	1,834
Shorewood[a]	2,650	---	---	---	---	238	238
South Milwaukee	7,598	220	48	---	268	106	374
Stevens Point	11,371	225	52	---	277	148	425
Stoughton[c]	5,101	27	4	---	31	108	139
Superior	39,624	177	15	21	213	234	447
Two Rivers	7,305	217	70	---	287	327	614
Watertown	9,299	103	30	---	133	105	238
Waukesha	12,558	174	35	---	209	234	443
Wausau	18,661	325	86	109	520	454	974
West Allis	13,765	592	115	55	762	482	1,244
Whitewater[a]	3,215	---	---	---	---	50	50
Wisconsin Rapids	7,243	105	14	3	122	332	454
Total		22,076	2,930	1,659	26,665	25,845	52,510

[a] Voluntary, population under 5,000.
[b] Population over 5,000 when started.
[c] Started on a voluntary basis, population has since passed 5,000.

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[26] Ibid., p. 132.

Original caption read, "Girls learned personal hygiene - care of head and hands. Conducted by manicurist." 1910-20. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37534.)

In Milwaukee, a program in technical engineering was begun in 1924. The program consisted of two nights of class over five years. The first "graduating class" was one man. Despite this modest beginning, Milwaukee's technical engineering program was the forerunner of today's two-year technical programs.

HEALTH PROGRAMS IN THE 1920's

Health occupations are often spoken of as the most recent occupational additions to vocational-technical education. As early as 1923, the Milwaukee Vocational School was asked to offer nursing science classes to prospective nurses training in hospital diploma programs. The school provided the nurses with anatomy, bacteriology, and chemistry, while the hospitals provided the practical hospital experience.

ADULT EDUCATION IN THE 1920's

The State Board of Vocational Education encouraged adult education through a 1925 bulletin that pointed out that although federal aid could only be used for evening trade extension classes, there were no limitations on programs that could be funded with state aid. When Shorewood requested aid for bridge, whist, ballroom dancing, and indoor golf, this position had to be modified. But evening enrollment, which tended to represent adults, continued to grow with the State Board's encouragement.

Madison Vocational School class in food preparation, 1927 Photo by M.E. Diemer. (Photo courtesy of State Historical Society of Wisconsin. WHi(D487)6727.)

AGRICULTURE IN THE 1920's

The first high school agriculture programs in Wisconsin were established in 1909 before the creation of the State Board of Industrial Education.

During the 1920's, all agriculture programs administered by the State Board of Industrial Education were located either in high schools or county schools of agriculture. Funds from the federal Smith-Hughes Act were used to initiate and support the programs. In 1924-25, the Board supervised 65 funded programs enrolling 1,970 boys and 181 girls.

In 1924, the State Board introduced evening classes for adult farmers and part-time classes for boys 14-20. These evening and part-time classes also were offered in high schools. In most schools, the regular agriculture instructor taught night classes. In Clintonville, the program was so well received that a full-time instructor was hired in 1924 for adult and out-of-school young farmers.

The national organization for vo-ag students, Future Farmers of America, was organized in 1928. By 1929, Wisconsin had become affiliated with the FFA.

TEACHER TRAINING IN THE 1920's

The State Board Supervisors for Agriculture, Home Economics, and Industrial Education were asked to prepare a teacher training plan in 1919. The report said that part-time teachers should have 200 clock hours of professional instruction; full-time teachers were to have 300 hours. Most of the vocational school instructors were not professional teachers. To help pay the cost of their summer training, state funds provided $15,000 for scholarships. (The scholarships went to the local boards to be awarded as they saw fit.) The Legislature in 1923 created a teacher in-service fund of $18,000. Milwaukee Vocational School was designated as the in-service institution; however, the in-service opportunities were used almost exclusively by Milwaukee teachers.[27]

In 1924, H.C. Thayer was placed at Stout by the State Board as the teacher trainer for trade and industrial education. Thayer supervised not only teacher training, but preparation of teaching materials. Lack of teaching materials for vocational schools had been a problem for years. By 1928, Stout had prepared curricula for auto mechanics, bricklaying, patternmaking, electricity, printing, and cabinetmaking.

In 1927, the Legislature had appropriated $2,000 for the preparation of texts and instructional materials. When McGraw-Hill agreed to publish some of the material developed at Stout, the Board decided to use the materials fund only for experimental or limited demand topics.[28]

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[27] Clarence L. Greiber, THE WISCONSIN VENTURE: A DEVELOPMENTAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION (Madison: Center for Studies in Vocational and Technical Education, University of Wisconsin, 1975), p. 22.

[28] Spinti, op. cit., p. 157.

TURNER: A Vignette

Jennie Willing McMullin Turner is one of the most fascinating personalities in the history of vocational, technical and adult education in Wisconsin. When Charles McCarthy proposed legislation for continuation schools in 1911, she was there as his assistant. When the State Board of Education was charged with studying the new system, she was there with Edward Fitzpatrick conducting research and writing comprehensive reports. (These reports compiled by Turner and Fitzpatrick are a virtual treasury of the early history of the system.) She knew and worked with all the early leaders in the vocational education movement—George Hambrecht, John Callahan, Robert Cooley. Her written and audiotaped remembrances provide us with personal views of them that are available through no other means.

Turner had come to know Charles McCarthy through his mother-in-law. Over a number of years, she and her family maintained a close relationship with McCarthy and his wife. During the summer months when she was working on her Master's degree, Turner, her husband, and her mother and aunt lived in Mac's home in Madison. Mac, his wife, and daughter would stay at the Turners' home in Middleton. Mac did keep one room in his Madison home during those times so he could be close to the Capitol if the need arose.[29]

Before coming to Wisconsin, Turner had taught history in Indiana. As a teacher, she had felt that her students "...weren't getting what they needed. I felt what many of them needed really was to go to work, get some work experience. They were fed up with school."[30] Naturally, McCarthy's idea of part-time schooling for working students seemed just right to her. While working at the Legislative Reference Bureau for Mac, Turner became concerned with the general education courses in the continuation schools. She even had a stint teaching civics in the Madison school just to see what it was like. English, she thought, was the greatest challenge to teach because, "English had been what the students had hated." Her formula for teaching it successfully included, in addition to a well-planned curriculum, "...groups of no more than ten and tables wide enough so they couldn't kick each other."[31]

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[29] Robert J. Spinti, Interview with Jennie McMullin Turner, Middleton, Wisconsin, 1966.

[30] Ibid.

[31] Ibid.

Dr. Jennie Willing McMullen Turner, Summer, 1923, Madison, Wisconsin (Photo courtesy of State Historical Society of Wisconsin, WHi(X3) 28785.)

She joined the State Board of Vocational Education as an assistant in charge of teacher training, English, and social sciences. In the early days, the state staff members were called assistants because the legislation enabled the Board to hire "assistants." Turner said that her real job with the Board was supervising general education. She was with the State Board till 1948. (Clarence Greiber reported that while he was State Director, Jennie Turner wrote some of his speeches.)

Norman P. Mitby, District Director, Madison Area Technical College said Turner was "the first and also one of the few members of the State Board staff that understood and promoted the inclusion of general education in the curriculum offered by the vocational schools. She also was a great promoter of public forums as a part of a good adult education program."

Of her personal characteristics, Mitby said, "One seldom ever met Dr. Turner when she did not have a hat..." He recalled a conference attended by a number of directors. It was a northern Wisconsin fall day and the temperature was about 32° F. when Dr. Turner jumped into Pigeon Lake for an early morning swim.

Turner was active in the Wisconsin Association for Vocational and Adult Education now the Wisconsin Vocational Association. In 1938 she organized a Vocational Education Week program in Wausau commemorating the work of Charles McCarthy. She was quoted in the WISCONSIN STATE JOURNAL in her typically no-nonsense style, "It might be a wholesome exercise for the present generation of skeptics about democracy and the intelligence of the masses to review the educational philosophy of Dr. McCarthy occasionally."[32]

Like McCarthy, Turner received national attention for her pioneering work with vocational education in Wisconsin. The study of the part-time schools which she had conducted with Edward Fitzpatrick in 1920 had come to the attention of the Federal Board for Vocational Education in Washington. The federal board had consequently invited her to come to Washington to compile and organize information on apprenticeship which she had collected during the course of the study. The result was Bulletin 87 of the Federal Board for Vocational Education.[33]

Jennie Turner received a Ph.D. from the University of Wisconsin in 1922. Her dissertation topic was "The Right to Organize" and was a political and sociological examination of nascent labor unionism. It was dedicated, "To all who hope and work for orderly industrial government." Her skill as a researcher is evident in the history she compiled in 1916, "Party Platforms and Voting Records on Workmen's Compensation, 1905-1913."

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[32] Jennie M. Turner, "McCarthy's Work to be Recalled Friday," THE WISCONSIN STATE JOURNAL, Tuesday, May 3, 1938.

[33] Spinti, "The Development of Trade and Industrial Education in Wisconsin," op. cit., pp. 125-126.

She was intensely interested in government and politics. Turner was one of Wisconsin's leading suffragists, working on the Legislative and Educational Committees of the Wisconsin Women's Suffrage Association. She used her ability to synthesize information and to cut to the heart of any issue to further the cause of women's suffrage. She encouraged her fellow suffragists to become better acquainted with existing laws, with the making of laws, and with proposed legislation affecting women and children. When the Wisconsin Women's Suffrage Association resolved that each local society would hold debates on proposed legislation, Turner suggested the topics. She said that local debates were "...one thing which the women can do to create an intelligent public opinion before the coming elections."[34]

In her Suffrage Association publication, "Wisconsin Legislation: Topics for Discussion," she identified issues relating to minimum wages for women, legislative reorganization, home rule, land use, insurance, public health and public scrutiny of campaign contributions.

Turner was a philosopher and even in her later years, she echoed many of the sentiments of Progressivism. In 1961, she criticized the "...phobia against government planning which enemies of good government have tried to spread by identifying public planning with Communism."[35]

On the two-party system, "I believe we have reached the stage of development in which the political party system has ceased to be an effective device in democratic government—if, indeed, it ever was."[36]

For the judicial system she proposed a complete overhaul which included an end to popular elections of judges. "...I do not see how the average lay voter can possibly find out which candidates are likely to make the best judges, except in the case of a candidate who is already a judge and has been watched constantly by some civic group, like the League of Women Voters."[37] (She suggested that the lawyers in a judicial district elect judges for a short time or that judges be selected by Civil Service and *removable* by Civil Service. This is reminiscent of

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[34] Jennie W. McMullien (sic) Turner, "Wisconsin Legislation: Topics for Discussion" (Madison: Wisconsin Women's Suffrage Association, 1915), p. 3.

[35] Jennie W. Turner, CAMPAIGN SPEECHES IN SEARCH OF A CANDIDATE (New York: Vantage Press, 1961), p. 13.

[36] Ibid., p. 7.

[37] Ibid., p. 20.

McCarthy's dislike of the judiciary based partly on the lack of accountability and the difficulty of removing poor or ineffectual judges.)

In the same 1961 publication, CAMPAIGN SPEECHES IN SEARCH OF A CANDIDATE, Turner expounded on a variety of topics:

Free Enterprise: She suggested that Americans stop talking about our system of "free enterprise" and admit that the system is a varied mix of free and public enterprise. "The time has come when we must be honest with ourselves and the world. Our insistence on private enterprise as the American Way while we have been carrying on the greatest public enterprises that the world has ever seen [like the space program] must be utterly bewildering to a stranger...."[38]

Farm Subsidies: She proposed an end to farm subsidies for products and suggested, instead, a subsidy for farm families so that every farm family would have at least a standard living wage.[39]

Unemployment: Her solution to unemployment was, not surprisingly, free education—"*...free education, not just for the gifted, but for all, and not just from the first grade through high school, and not even just through the University, but for life!...*and whenever a person becomes unemployed and receives unemployment compensation, he should be *required* to attend school as a condition of receiving the compensation... [to] help him prepare himself for a new job and to find a new job."[40]

Welfare: She suggested that welfare mothers receive aid for the first child. But if aid is requested for a second child, sterilization should be the condition for receiving aid.[41]

Population Control: On overpopulation she said, "I notice that many people in talking about the problem of approaching overpopulation assume that the main problem is finding enough for the people to eat...But to me, it is just as important that people should have *room;* we should be able to get away from other people;...I am sure it is one of the causes of mental disorders. We live too closely; we make too much noise; too many people demand our attention. We have too little time to be alone; too little opportunity to think."[42]

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[38] Ibid., p. 35.

[39] Ibid., pp. 36-49.

[40] Ibid., p. 61.

[41] Ibid., p. 76.

[42] Ibid., p. 75.

Business Taxes: "I have always been opposed to taxing the incomes of business institutions. A flat tax on the earnings of a business corporation is not a progressive tax. It falls on the man with one share at the same rate as on the man with 5,000 shares. I would like to take the tax from the ultimate recipient; and to take it *once*, not twice."[43]

Social Security: Support should come from "...a general, federal sales tax; and this is the only purpose for which I would favor a general sales tax."[44]

World Government: "...the foreign policy we need is to work for the ***establishment of a federal union*** for ALL the nations of the world DISARMED—a limited world government operating through a *common second language* for the world, with power to make and to enforce *law* concerning specified international affairs, including and especially disarmament."[45] One of the most interesting aspects of this proposal is the worldwide adoption of an official world language. She suggested the language developed in the late 1950's—Esperanto—if no other single language could be agreed upon. Turner belonged to a World Federalist group in Madison until the end of her life.

Dr. Jennie Turner and her husband Glenn, September, 1914, starting their wedding trip to Chicago (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)26267.)

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[43] Ibid., p. 115.

[44] Ibid., p. 119.

[45] Ibid., p. 132.

Her philosophical stands are included here to illustrate that Dr. Jennie Turner was a brilliant and creative thinker in her own right, with a genius equal to or greater than any of her contemporaries. The observation made earlier about Edward Fitzpatrick must be repeated for Turner. Her accomplishments bear out what a valuable ally vocational education had in Jennie Turner. In Turner's case, her impact was even more direct because of her twenty-five years as a State Board staff member. The same mind which proposed reform in local, state, and world government was shaping the direction Wisconsin's vocational system would take. Jennie Turner died in Middleton, in 1967, at the age of 82.[46]

A FIGHT FOR EXISTENCE

The 1929 Legislature established an Interim Commission to study the possibility of organizing all state education agencies under a single State Board of Education. Hambrecht appeared before the committee in 1930 and although the Interim Commission was complimentary to the work of the Board, it finally recommended adoption of one State Board of Education. Referring to the State Board, the Commission stated that at the state level, the "Special consideration is no longer needed...."[47] However, the Commission supported separate boards at the local level.

There was local support for keeping the State Board separate, and Callahan, Superintendent of Instruction, was able to muster support for the separate board. The AFL convention meeting in Fond du Lac went on record as being vigorously opposed to the consolidation bill.[48] The bill passed the Senate, but failed in the Assembly 82 to 29.

A GLIMPSE OF THE FUTURE

In 1929, Clarence L. Greiber, an accountant, was hired as the Assistant Secretary of the Board. Initially hired for business administration of the Board, Greiber became increasingly active in policy matters, more so as the career of State Director Hambrecht neared its tragic end.

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[46] Spinti, op. cit., p. 348.

[47] A PLAN FOR REORGANIZING WISCONSIN'S SYSTEM OF EDUCATION (Madison: Wisconsin Interim Legislative Committee on Education, 1931), pp. 132-133.

[48] Greiber, op. cit., p. 24.

CHAPTER III

THE 1930's

DEPRESSION

The growth in vocational programs that characterized the 20's did not stop after 1929. However, the Depression and President Roosevelt's "alphabet programs" did change the student population of the schools dramatically. With fewer jobs for permit workers, more students remained in high school. Unemployed adults who wanted to retrain for something better started attending evening classes. In Milwaukee, adults even began attending the day school which had previously been almost exclusively boys and girls. Enrollment figures for 1930-31 for the state showed that day school enrollments had decreased by 3,000 to 32,928 while evening enrollment had increased by 6,000 to 54,600.[1]

FEDERAL INITIATIVES DURING THE 1930's

The 1929 George-Reed Act and the 1934 George-Ellzey Act which replaced it gave additional aids for agriculture and especially rural home economics. The interpretation of "rural" became cause for conflict. The State Board of Vocational and Adult Education took "rural" literally and used the funds to establish home economic departments in rural high schools. (Many present high school home economics departments were started with George-Ellzey funds.) Local directors, however, wanted the funds for their vocational schools.

The 1933-34 Federal Emergency Relief Administration began Work Relief in Education to employ teachers on relief and to provide adult education for those on relief. The teaching was not to supplant any ongoing educational opportunities. Fortunately that stipulation was not strictly followed, since Wisconsin's vocational and adult schools were already providing services. State Director Hambrecht wrote to Harry Hopkins of the Federal Emergency Relief Administration objecting to the government's view of adult education as a temporary make-work activity. Hambrecht asked for permission to use the funds to expand existing programs of general adult education, trade extension and literacy. The request was approved.

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[1] Clarence L. Greiber, THE WISCONSIN VENTURE: A DEVELOPMENTAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION (Madison: Center for Studies in Vocational and Technical Education, University of Wisconsin, 1975), p. 35.

The enrollments in Work Relief courses were low. That may have been because to participate, students had to be unemployed. A month earlier the Civil Works Administration had made an enrollment drive, putting potential Work Relief students back to work.[2] The largest federal emergency education program in Wisconsin enrolled 225 students in 14 trade and industrial programs.

After 1935, the Works Progress Administration took over emergency education programs administered through the State Board. Hambrecht was critical of the federal government's approach to putting people to work without training. He said:

> With this nationwide plan to make jobs for the unemployed, no adequate funds were provided for the vocational training of the unemployed for greater vocational usefulness and for better living. In fact, requests for increased federal aid for vocational training were actually resisted most strenuously by many of those in authority.[3]

The staff, labs, and equipment provided by the federal programs marked the beginning of full-time, post-secondary trade training for adults in Wisconsin. The federal programs provided occupational training, retraining, and personal enrichment. Adult education provided through these programs attempted to help students meet their own basic needs for food, clothing, and shelter. Even unemployed musicians were involved as teachers and performers in vocational schools. These often became civic symphonies, bands, or choruses, many of which continue to this day. Additionally, because the vocational schools were staffed and equipped for adult trade training, the system was in gear for war training.

George Hambrecht described the different groups who made use of the vocational schools during the Depression.

UNEMPLOYED YOUTH AND ADULTS

> Those who are making use of the educational service of the vocational school, who would not have done so except for the depression, fall into several groups:
>
> *First*, there are those unemployed youth and adults who come to the vocational schools primarily for recreation and relief from pressing personal problems. They do not realize any particular need for further training in any special line of work. They have no particular ambition. They have been unhappy, aimless and lost without a job, and have been encouraged to come into the school to pass the time in the doing of something constructive. For these, the craft shop where they are taught weaving, pottery, metal work, and woodwork has proven to be a great boon. It has led in many cases to an aroused interest in further training along some special line of work. It has

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[2] George P. Hambrecht, "The Wisconsin Program Under the Plan of Federal Work Relief in Education" (Madison: Wisconsin Board of Vocational Education, 1934), p. 4 (processed).

[3] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), p. 187.

given the school an opportunity to do some valuable educational and vocational guidance. Through training the hands, the school is able to interest the individual in training of the mind and in fundamental vocational training.

For these people, as well as for others, the gymnasium and other recreation equipment and grounds of the vocational school have become very important in providing wholesome relaxation. One school reported an evening gymnasium class of 55 unemployed men; another reported a class of 60; another reported the unemployed organized with a committee to plan recreation in the school: boxing, wrestling, volleyball, basketball, baseball, horseshoe pitching, and the like.

WORLD WAR VETERANS

A *second* group are the unemployed world war (WWI) veterans who receive a state bonus of $30 a month while they are attending school. There are some of these veterans to be found in almost all the vocational schools.

The Fond du Lac Vocational School is serving 92 of these bonus veterans this year. The men attend a minimum of 20 hours a week. Among them are painters, plumbers, electrical workers, carpenters, and machinists getting special work in the shop and in related drawing, mathematics, and science. Seventeen railroad men have a special course in air brakes and signal work given by a railroad instructor. All the veterans devote from 4 to 8 hours of the 20 to English, arithmetic, economics, and government.

At Green Bay, there are 79 in this group, ranging in ages from 32 to 45 years. Their problems are studied carefully through individual interviews and collective discussions. Their educational background ranges from fifth grade to completion of the third year of high school. In their previous employments, they were common laborers, machine operators, farmers, specialized workers, semi-skilled workers, skilled tradesmen, or they were engaged in general business or trade. Practically all are married and have from one to six dependents. The program, worked out through collective and individual consultation with this group, includes definitely vocational training (usually three hours a day of shop work plus one and one-half hours of related drafting, sketching, and designing, or commercial training) and instruction along those general lines in which they are deficient, including English, spelling, penmanship, economics, social problems, and mathematics.

HIGH SCHOOL CREDITS FOR ADULTS

A *third* group are the adults who never finished high school and who want to use this opportunity for that purpose. They prefer to come to a vocational school and work at their own pace with people of all ages rather than go to a high school where they would find only young people.

In the Milwaukee Vocational School, there are several classes of these unemployed adults this year, attending five days a week from two to eight periods. All the Wisconsin vocational schools enroll some from this group.

CREDIT COURSES FOR HIGH SCHOOL GRADUATES

A *fourth* group are the high school graduates who would normally go on to college or go to work, but who are unable to do either. Some of these have already had some college work but because of financial conditions cannot continue in college.

In many of our vocational school cities, these people of college grade are attending regular classes in the vocational school or classes organized especially for them. These classes are taught by vocational school teachers or by college teachers employed by the vocational school, or by teachers from the Extension Division of the University of Wisconsin.

In financing extension courses, various plans are followed by the various schools. Pupils may be required to pay the regular price of the course to the University, or the vocational school may pay part of it, or the vocational school may pay all of it and give the service free to the people who want it.

Among the most popular credit courses put on as class work by itinerant instructors from the University Extension Division are economics, current problems, freshman English, government, psychology, and sociology. Students who want to go into engineering or other technical courses come to the vocational school particularly for shop work, mathematics, science, and drawing. When they come on a full-time basis, they also have instruction in English and social science, and participate in recreational programs provided by the local vocational school.

NON-CREDIT VOCATIONAL COURSES

A *fifth* group are those adults of all ages and occupations who do not care for credits but come back to school because they want to know more or to gain some particular skill which will prepare them for future work or for more satisfactory living. They are not a group in the sense of being kept together. They are scattered through every department in the several vocational schools. They are to be found in the shops; in the classes in drawing; in mathematics; in science; in bookkeeping, shorthand, salesmanship, and commercial courses of all kinds; in homemaking classes; in classes in the arts and crafts; in literature, public speaking and dramatic classes; in language classes; in classes in history, economics, and government; and in various musical activities.

These students range in educational preparation from college graduates to men and women who can scarcely read a line. The advanced members of this group find what they want in regular classes in commercial, trade, industrial, art, music, literature, social science, homemaking, and other activities. For those whose early schooling was inadequate, it has been found desirable in many instances to set up a regular country school organization with a teacher who can give attention to the individual needs of each.

COURSES FOR HOUSEWIVES

A *sixth* group are the housewives who want special help in making their reduced incomes cover the needs of the family. Many of these are receiving aid from the city or county. They learn to cook and to sew with the materials provided, and to make over clothing for the family. They are given instruction in child care and training, and they are assisted in every way possible to maintain home standards. The clothing teachers have cooperated with the Red Cross and are making their laboratories available for women who are willing to come and sew, and in many instances have conducted regular classes for those who needed instruction. Some garments were made by the girls from materials supplied by the Red Cross and charitable organizations. Conservation is the keynote of the homemaking program for our vocational schools. (Women attending these classes often brought pots and pans to class so they could take home to their families the food they had prepared.)

COURSES IN CURRENT PROBLEMS

A *seventh* group are the special day and evening classes of adults, employed and unemployed, who have become interested in current problems because of the depression. Kenosha reports a class in business trends for business men and women. LaCrosse reports group meetings of about 400 young men between the ages of 16 and 25 to hear and discuss the subject of "Finding the Facts in a Changing World." LaCrosse also has a class of 45 businessmen meeting each week to study present day economic trends; and a class of 30 social service workers meeting once a week to study social work problems of the community. Madison has a general evening school course in current economic problems and many similar courses for special groups. Several other vocational schools in Wisconsin are giving a variety of courses of a similar nature.

CIVIC MUSIC COURSES

Eighth are the musical groups. Some of our vocational schools have become and others are rapidly becoming the leaders of musical activities within the community. The Madison Vocational School sponsors a fundamental program of community music. It employs a director for the civic chorus and the civic orchestra, employs several teachers of music, and promotes cooperation of these publicly supported musical organizations with the other music organizations of the city. The Beaver Dam Vocational School is a good example of

> what can be done for music in the smaller city. There the school has promoted a civic band, a civic orchestra, and a civic chorus. These two instances are cited as examples of what is being projected in many of the other vocational school centers, large and small.
>
> Community music is a matter of importance at any time, but it is particularly important in this period when so many have time for music but no money to go on with their training. The civic music organizations sponsored by the vocational schools furnish guidance and incentive for musical improvement and opportunity for practice; and contribute much toward maintaining courage and self-respect.
>
> ## KEEP THE YOUTH AT HOME
>
> The vocational school has the supremely important task of keeping our unemployed youth and adults off the streets and roads, out of jails, hospitals and insane asylums, and safe in their own community among their own friends. The task of the school is to keep them engaged, not in mere busy work, but in constructive activities which will render this period of enforced unemployment a period of development and progress for the individuals themselves and for the state and nation.
>
> Ultimately, society must pay in dollars and cents for an inadequate and incomplete education program. Economic security, social adjustments, and even the maintenance of the civic order depend upon satisfactory employment and the contentment which goes with it. 'Defective things can be thrown on the scrap pile, but with ruined people we must live. Human beings will either be on the work roll, the pauper roll, or with the mob. We may choose, if we choose early.'[4]

In spite of a net gain in enrollments, the State was forced to reduce appropriations for vocational schools in 1932. The federal government did the same. In fact, the Depression marked the end altogether of the Federal Board for Vocational Education. President Roosevelt abolished the Board in 1933 and transferred its functions to the Department of the Interior and later to the U.S. Office of Education. By the same Executive Order, the President reduced federal aids and created a federal advisory board for vocational education. Henry Ohl, Wisconsin's AFL President was appointed to serve on the advisory board. But having no funds and no authority, the advisory board withered away.

A CHANGING STUDENT POPULATION

During the Depression, college transfer programs evolved. Milwaukee Teachers College approached Director Rasche about providing a transitional or second chance opportunity for inner-city youth who were not academically prepared to handle a baccalaureate program. The result was establishment of a junior college in 1934 as part of Milwaukee's Vocational and Adult Schools. "As the plan took shape, the students enrolled in academic subjects for one-half of the day. The other half of each day was taken up in preparing for a vocation. This meant at the end of two years a student would have been following an academic program on a college level and laying the foundation for a vocation at the same time."[5] The academic credits earned could be transferred to the University if the student so desired. Director Hambrecht was incensed with this junior college idea. He let Milwaukee Director Rasche know that he believed vocational institutions should not be getting involved in college transfer courses. Nevertheless, the program had strong local support: College transfer programs were later added at Madison and Rhinelander in the 60's.

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[4] George P. Hambrecht, ADDRESSES OF GEORGE P. HAMBRECHT, 1933-43 (Madison: Wisconsin Board of Vocational Education, [n.d.], pp. 4-10.

(Both of those subsequent college parallel or transfer programs were approved by the Coordinating Committee for Higher Education for different reasons. According to District Director Norman P. Mitby, Madison added general education in the form of liberal arts for three reasons. First, Dr. Max Smith, Consultant for the North Central Association had recommended it. Second, Madison had started a number of sophisticated programs such as Dental Hygiene the first Dental Hygiene program, in fact, offered where there was no dental school. Third, liberal arts would lead to accreditation which was a requirement for securing federal funds under Title III. Madison's college transfer program was approved in 1965.

The college transfer program was added at Rhinelander in 1968 because there was no existing institution of higher education serving the North. Nicolet College, as it was named, was intended substantially to meet the needs of the northern part of the state for both liberal arts and vocational-technical education.)

High unemployment meant that many juveniles who had quit school were in school a day a week and on the street the rest of the time. The first Director of the Milwaukee Vocational School, Dr. Robert Cooley, is credited with saying, "Some way must be found to get unemployed youth out of the poolrooms and into the schoolrooms."[6] That "some way" was another compulsory attendance law. Passed in 1933, it required full-time attendance in a high school or vocational school until age 18, unless students were employed under work permits. This law had the effect of increasing enrollments in the high schools rather than in vocational schools. It was an incentive to stay in high school for a diploma, since vocational schools could not grant diplomas.

State Director Hambrecht and Superintendent of Public Instruction Callahan were aware of the far reaching implications the law would have for vocational education. They knew the vocational schools would lose continuation students. (They were right. In 1932-33, there were 22,300 continuation students. By 1965, there were less than 3,000.) But they also foresaw that the compulsory attendance law would open up stations in vocational schools to adults and working youth who needed retraining or upgrading. The emphasis would shift from compulsory youth to adults. In

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[5] Robert W. Tarbell, A HISTORY OF THE MILWAUKEE VOCATIONAL AND ADULT SCHOOLS (Milwaukee: Milwaukee Vocational and Adult Schools, 1958), p. 148.

[6] Greiber, op. cit., p. 35.

1937, to reflect the new emphasis, the Wisconsin Board of Vocational Education became the Wisconsin Board of Vocational and Adult Schools.

COOLEYGRAMS

Robert L. Cooley was the first Director of the Milwaukee Vocational School. He served as Director from 1912-40. In addition to his administrative ability, he was known for his epigrams. Below are some samples of his word artistry.

- **If we throw burrs at a blanket, they stick. If we throw beans at a blanket, they roll off. There is nothing wrong with the blanket. The trouble is with the beans. There is a lot of poor teaching due to the fact that we use beans instead of burrs.**
- **The teacher has not taught until the student has learned.**
- **Human junk is so expensive, we must quit making it.**
- **If we begin to build badly at the bottom, you've got to take what you are going to get at the top.**
- **A boy is a good deal like a clock. You can take a clock, sometimes, and shake it and make it run, but you have not fixed it.**

TRADE AND INDUSTRIAL EDUCATION IN THE 1930's

The trade and industrial program in Wisconsin was organized into four phases which included:

1) General trade finding

2) Specific trade finding

3) Specific trade preparation

4) Trade extension

The four phases were a logical sequence. Enrollees in any trade and industry program would be placed in the phase appropriate for them. First used on a trial basis in Sheboygan, the four-phase program was adopted by the Directors' Association in 1931. By the 1930's, the itinerant programs required almost all of the federal matching funds for trade and industry. The Circuit Relations Committee was formed to direct the itinerant program. The Committee hired, fired, set up schedules and salaries. In spite of the Committee structure for Administrative matters, the circuit instructors were understood to be under the authority of the local director of whatever school they were in. In 1935, circuits were added in sales training, cosmetology, banking, dairy products, and conservation. A police training circuit was added in 1938 with the help of George-Dean Act funds.

AGRICULTURE IN THE 1930's

The Depression did not hamper enrollments in agriculture. In spite of low farm production, and heat and drought in the mid-30's, the reverse is true. The decade was a period of substantial growth for agriculture. Total day enrollments in 1930-31 were 3,656. By 1939-40, that number had grown to 9,861.[7]

DISTRIBUTION IN THE 1930's

In 1931, Distributive Education (D.E.) was added to the list of programs offered in vocational schools and supervised by the State Board. Distributive Education dealt with the merchandising of both tangible and intangible products. D.E. began as a general sales program; specialty areas eventually developed in the program such as advertising, merchandise display, showcard writing, etc. From the beginning, working in business was a part of students' training. Still today, D.E. students are involved in cooperative education, attending classes part time, and working in a job related to their course of study.

Madison Vocational School students, 1927 Photo by M.E. Diemer. (Photo courtesy of State Historical Society of Wisconsin, WHiD4876743.)

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[7] Floyd J. Doering, A HISTORY OF VOCATIONAL AGRICULTURE IN WISCONSIN, 1900-1976 (Madison: Wisconsin Department of Public Instruction, 1976), p. 35.

Figure IV

VOCATIONAL SCHOOL ENROLLMENTS 1931 - 1932 SCHOOL YEAR[8]

	Type of Program							
Cities	**Population**	Apprentices	Part Time	Half Time	Full Time	Total Day	Evening	Grand Total
Antigo	8,610	---	212	14	81	307	331	638
Appleton	25,267	11	228	71	28	338	1,258	1,596
Ashland	10,622	---	---	---	---	---	314	314
Beaver Dam	9,867	---	117	---	---	117	1,633	1,750
Beloit	23,611	9	240	130	171	550	1,531	2,081
Chippewa Falls	9,539	---	43	---	---	43	412	455
Cudahy	10,631	53	223	73	---	349	362	711
Eau Claire	26,287	---	259	41	---	300	1,550	1,850
Fond du Lac	26,449	24	262	111	60	457	3,136	3,593
Fort Atkinson	5,793	---	33	9	---	42	1,366	1,408
Green Bay	37,415	18	482	268	215	983	2,850	3,833
Janesville	21,628	5	165	42	39	251	407	658
Kaukauna	6,581	---	58	49	35	142	134	276
Kenosha	50,262	15	686	442	91	1,234	2,352	3,586
Kimberly	*	---	---	22	---	22	126	148
La Crosse	39,614	13	280	86	348	727	2,903	3,630
Madison	57,899	21	209	1,389	465	2,084	2,885	4,969
Manitowoc	22,963	22	297	135	55	509	2,242	2,751
Marinette	13,734	---	118	20	30	168	527	695
Marshfield	8,778	---	96	---	---	96	547	643
Menasha	9,062	---	137	39	---	176	365	541
Menomonie	5,595	---	13	---	---	13	205	218
Merrill	8,458	---	26	14	4	44	102	146
Milwaukee	578,249	1,204	13,692	2,545	404	17,845	11,232	29,077
Monroe	5,015	---	---	---	---	---	153	153
Mosinee	*	---	---	---	---	---	15	15
Neenah	9,151	---	53	8	---	61	644	705
Oshkosh	40,108	6	481	138	---	625	1,508	2,133
Portage	6,308	---	---	---	---	---	160	160
Racine	67,542	51	1,383	267	177	1,878	2,373	4,251
Rhinelander	8,019	---	63	8	---	71	827	898
Sheboygan	39,251	20	936	434	74	1,464	1,931	3,395
Shorewood	13,479	---	---	---	---	---	2,845	2,845
South Milwaukee	10,706	32	138	40	---	210	298	508
Stevens Point	13,623	---	107	41	---	148	802	950
Stoughton	4,497	---	63	7	---	70	471	541
Superior	36,113	---	208	222	109	539	1,403	1,942
Two Rivers	10,083	7	113	30	15	165	1,390	1,555
Watertown	10,613	14	91	25	---	130	702	832
Waukesha	17,176	9	132	43	81	265	755	1,020
Wausau	23,758	---	165	148	303	616	1,256	1,872
Wauwatosa	21,194	---	---	---	---	---	473	473
West Allis	34,671	149	732	104	65	1,050	801	1,851
Wisconsin Rapids	8,726	7	65	16	---	88	1,292	1,380
Total		1,690	22,606	7,031	2,850	34,177	58,869	93,046

*Less than 2,500 population.

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[8] Spinti, op. cit., p. 169.

TEACHER TRAINING IN THE 1930's

The most significant development in teacher training in the 30's was the tightening of certification requirements. Concurrently, the State Board assumed more responsibility for meeting local training needs. In 1931, the State Board of Vocational and Adult Education mandated that a member of the teacher training staff at Stout would have personal contact with every instructor and would advise state staff of what training was needed.

The problem faced by part-time instructors was addressed. Unlike full-time instructors, they were not able to get away during the summer for teacher institutes. Itinerant classes were set up for the part-timers. Having made provisions for teacher training, the Board resolved that after 1935, no state or federal aid would be used to reimburse salaries of full-time instructors unless they had a certificate or were in a training program.

LABOR'S ALLY

It was during the 30's that the first federal legislation favoring organized labor, the National Labor Relations Act, was passed. Another ruling favorable to labor came from the U.S. Commission of Education forbidding the use of federal funds to train workers for migratory industries. Migratory industries were those that relocated frequently to avoid relations with organized labor. In 1936, Henry Ohl, Jr., President of the Wisconsin State Federation of Labor, protested to the State Board that a Milwaukee company was setting up plants in Antigo, Merrill, and Marshfield. Ohl said that machinery had been installed in the Marshfield vocational school strictly to train workers for the plant. The machines were removed after training. Ohl speculated that the same pattern would be followed in the Antigo plant still under construction.

The State Board immediately adopted a policy similar to that at the federal level. Vocational schools were not to be used for initial training, called vestibule training, of newly located industries or where training was confined to manipulative operations. Similarly, the facilities were not to be used to merely develop speed or subsidize industrial productivity without training. Any local schools that violated the policy would lose all state aid for that year. Probably due at least in part to the swift action of the State Board at labor's request, no further incidents with migratory industries are recorded.[9]

An area vocational bill was introduced in 1939, a modified version of which finally passed 30 years later. Hambrecht and Greiber were seeking a broader economic base for the vocational schools which were straining to accommodate more Depression students with reduced state and federal funds. Assemblyman Laurie Carlson from Ashland County introduced Bill 570A. The bill would have established county boards of vocational and adult education to develop and administer area vocational education programs. The bill failed, was reintroduced in 1941, and failed again.[10]

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[9] Ibid., pp. 199-200.

[10] Greiber, op. cit., p. 30.

Figure V

VOCATIONAL SCHOOL ENROLLMENTS
1933 - 1941[11]

Year	Day Enrollment	Evening Enrollment	Total Enrollment
1933-1934	33,773	53,110	86,883
1934-1935	30,828	65,026	95,854
1935-1936	31,712	72,012	103,724
1936-1937	28,886	74,452	103,338
1937-1938	28,959	73,386	101,345
1938-1939	31,593	77,368	108,961
1939-1940	37,576	82,999	120,575
1940-1941	40,340	86,868	127,208

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[11] Spinti, op. cit., p. 174

CHAPTER IV

THE 1940's

WORLD WAR II

"I want it to be said in Wisconsin that every ounce of energy is put behind this defense training and placement program."[1] Those were the words of George Hambrecht during World War II. During the War, the President authorized a Works Progress Administration (WPA) project for Vocational Education for National Defense (VE-ND). The federal government purchased equipment for local schools and placed the titles in the name of the State Board. Supplies, instruction, and supervision were paid for by the federal government, so no fees were charged. Three groups were eligible for VE-ND training programs:

1) People on national relief training programs like WPA, NYA, CCC.
2) Unemployed over 18 registered with state unemployment agencies, but not in national relief programs.
3) Those employed in jobs essential to national defense. Occupations considered essential to national defense included: aircraft manufacturing, maintenance, repair; machine tools; shipbuilding, maintenance, repair; auto manufacturing, maintenance, repair; electrical; forging, boiler and steel plate; foundry; light manufacturing; sheetmetal; chemicals, ammunition and military supply.

All the VE-ND programs were concentrated and short term. Courses were not to exceed 10-12 weeks, and some were as short as 3. The training was much more oriented towards production and less concerned with broader understanding than regular vocational programs.

Federal regulations stipulated that VE-ND programs were not to interfere with regular vocational programs. Classes were to be scheduled on shifts when regular classes were not in session. The claim that vocational schools ran 24 hours a day, 7 days a week during the War is no exaggeration.

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[1] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), p. 213.

Hambrecht, in spite of his will to direct Wisconsin's resources to the war training effort, was critical of what he felt was the government's lack of foresight. Speaking in 1940 at the National Education Association meeting in Washington, he said that if an adequate vocational training program for the unemployed had been carried on during the 30's, there would have been enough "youth and men well prepared to run all the machines we are likely to need, to service them, and to build new ones."[2]

VE-ND, which Congress voted to continue in 1941, had very specific guidelines. General training like woodworking was not allowed, because it did not equip workers for specific jobs in defense industries. (Those general programs *were* allowed for out-of-school youths in VE-ND programs.)

Chippewa Falls Vocational School student Franklin Fransway receiving additional training in arc welding in various positions. Vocational Education for National Defense Program. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37523.)

In 1942, VE-ND gave the states permission to train as many workers as possible, without regard to known need, in machine tool, arc welding, riveting, sheetmetal, and aircraft. By April of 1942, 600 instructors were teaching 565 defense programs using every one of the 3,000 training stations in the 43 vocational schools in Wisconsin. Monthly enrollments averaged 8,000, a significant portion of which were women.[3] Later that year, Hambrecht was authorized to hire a woman supervisor in vocational training for war production workers because of the many women involved.

Early in the War, the demand for workers had been so great that some factories hired untrained people. This practice resulted in damage and lowered productivity. The training-within-industry program was added to VE-ND in 1941. In Milwaukee alone, 27 war production plants had Milwaukee Vocational and Adult School instructors in-house over two years.

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[2] Ibid., p. 208.

[3] Ibid., p. 214.

HAMBRECHT: A Vignette

Every year the Wisconsin Vocational Association (WVA) awards the George P. Hambrecht Award for 25 years of service to vocational education. A brief study of his life and career will reveal why his name is associated with service and professionalism. Hambrecht was State Director of the Board of Vocational Education, 1921-1943. He was not the first State Director, but he developed the position from a sort of executive secretary status to a proactive leadership role.

Dr. Jennie Turner, his biographer, described Hambrecht as "half an Irishman with a German name which strangely enough was not really German, but English."[4] His French grandmother was Caroline Alba de la Roche, a descendent of the Duke of Alba. Her family was exiled and impoverished by the French Revolution when she married Hambrecht the wine merchant. Their son, William, fought in the army of Bavaria against Prussia. When Prussia triumphed, the soldiers of Bavaria were forced to swear allegiance to Prussia. Refusing to do so, William Hambrecht left Europe to seek a farming life in America. George was born to William and Mary Cleary Hambrecht in Milwaukee in 1871. The family soon moved to the country and the farm they settled near Lake Geneva eventually became part of the Wrigley estate. When George was a child, his parents worked for the then-owners of the estate, the Sturgis family. Two events of his boyhood were to influence his actions as State Director. As a young boy he contracted an illness which left him temporarily crippled. With the help of a specialist brought in by the Sturgis family, he was cured. But he never forgot that he might have been handicapped for life. In his later roles on the Industrial Commission and as State Director, he pioneered in developing training for "cripples." While Hambrecht was chairman of the Industrial Commission, he encouraged one of its employees, a Regina Dolan, who was handicapped, to initiate special training programs for the handicapped. A representative of the Federal Rehabilitation Service, wrote to Hambrecht expressing her appreciation for "the first undertaking in the country attempting to organize a service for handicapped persons."[5] While he was State Director, all Wisconsin's vocational rehabilitation services were administered by the State Board.

The second event was related to his education. Throughout childhood, he had been close friends with the Strugis' son.

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[4] Jennie M. Turner, Katherine C. Underwood, and Alexander R. Graham, GEORGE PHILIP HAMBRECHT (Madison: Printing Classes of the Madison Vocational and Adult Education School, [n.d.]), p. 5.

[5] Ibid., p. 16.

Dr. George P. Hambrecht, State Director, 1921-43 (Photo courtesy of State Historical Society of Wisconsin. WHi(X3)37528.)

As the son prepared to go off to college, Hambrecht realized that he too wanted a college education. Since his parents would be unable to finance his education, he approached the senior Sturgis for a loan. The man fairly blustered, "What do you want to go to college for? College is no place for a boy without money. You'd better think of something else."[6] So Hambrecht determined to put himself through college. He trained for a year to be a book agent before enrolling at the University of Wisconsin so he could "earn while he learned," one of his slogans. Turner says he did a number of jobs to stay in school—fed a hungry furnace in the basement of a Langdon Street mansion, organized and managed a cooperative eating group known as the Hub Club, worked as a library assistant. He still found time to become involved in various student activities. He was on the debate team and in a fraternity and he founded and was first secretary for the Wisconsin Coop Association of UW alumni. Yet the initial rebuff from Sturgis left an impression on him that focused his entire career on providing opportunities for all who desired to better themselves.

He graduated from the University of Wisconsin in 1895. From that point, he pursued a number of professional positions and advanced degrees. He went from instructor to principal to superintendent of schools in Wisconsin Rapids. He earned a Bachelor of Philosophy degree from the University of Chicago in 1903 and a Bachelor of Law degree from Yale in 1904. (He distinguished himself at Yale by winning the Kent Club prize for a competitive examination on parliamentary law. At Yale he assisted Chief Justice Baldwin of the Connecticut Supreme Court in the preparation of Baldwin's famous work on railroad law.) Hambrecht served as City Attorney for Wisconsin Rapids from 1908-1915. (He would later receive an honorary Doctor of Science degree from Stout Institute in 1932.)

From there his career took a leap as he was elected to the Wisconsin Assembly (Republican, 1909-1915). He became floor leader of the conservative Republican group to which Governor Emanuel Philipp belonged. In the summer of 1915, Philipp appointed Hambrecht as one of three members of the Wisconsin Industrial Commission. He became chairman in 1917 and remained so till his term expired in 1921.

Hambrecht had met Charles McCarthy while he was in the Legislature in 1909. Mac had shared his plans on education with Hambrecht who had enthusiastically agreed and it was over the plan for part-time schools that the two became close friends. Thoughout his life, Hambrecht quoted McCarthy repeatedly in speeches and papers. In his role on the the

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[6] Ibid., p. 10

Industrial Commission, Hambrecht was frequently called on by McCarthy to defend continuation or part-time schools, which he did. Turner says the attacks on the part-time schools were constant:

> Some said it did not pay to spend public money on the education of poor children who had to go to work early. Some said you could not teach anything in a few hours a week. Some said that employers should be left free to decide whether they would let their young employees attend school or not. Some said that the part-time schools were all right, but that they should be administered by the regular school boards for the full-time school and no money should be set aside for them.[7]

Hambrecht was in a good position to defend the schools as they provided related instruction for apprentices whose indentures were supervised by the Industrial Commission. One of Hambrecht's most cherished papers was a letter of thanks from McCarthy for his testimony on behalf of the part-time schools. The letter closed with, "We are both fighting 'under the banner that streams with light' and that should be and will be our only reward...It has just begun."[8]

The year McCarthy died, 1921, Hambrecht's term in the Commission expired and the State Directorship became open. (Former State Director, John Callahan, had been elected State Superintendent of Instruction.) Hambrecht was a perfect choice for the position. He had the legal and legislative experience and public school background. He was familiar with all aspects of the part-time schools. He had been a member of the University of Wisconsin's Board of Visitors since 1910. (He soon would become president of the group in 1922.) Thus his ties with the University community were also strong.

He was close friends with Frank Weber, the Social Democrat Assembly member from Milwaukee. (Weber had organized the Wisconsin Federation of Labor in 1893 and had helped organize the AFL.) Hambrecht was also friends with labor leaders Henry Ohl and J.J. Handley. His close ties with the group are evidenced in the fact that he was appointed a fraternal delegate to the AFL Convention in Oshkosh in 1922.[9] The AFL support which vocational educators enjoyed for many years was particularly attributable to the bond of friendship between Hambrecht and the day's labor leaders.

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[7] Ibid., p. 13.

[8] Ibid., p. 14.

[9] Clarence L. Greiber, THE WISCONSIN VENTURE: A DEVELOPMENTAL HISTORY OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION (Madison: Center for Studies in Vocational and Technical Education, University of Wisconsin, 1975), p. 22.

Hambrecht was good friends with business leader Ernest Schultz of Sheboygan who served as President of the State Board from 1917-1938. In 1922, Hambrecht and Schultz traveled with Milwaukee Director Cooley to Europe to study the part-time school movement there. (McCarthy had done the same in 1909 in preparing his report to the Legislature.)

While Hambrecht devoted his life to work and education in Wisconsin, he also served some federal government agencies. He was on the Board of the National Safety Council from 1939 till his death in 1943. He was appointed by the U.S. Secretary of Labor as a member of the National Advisory Council for the U.S. Employment Service. He was chairman of the local NRA Compliance Board in 1933-34, although he was outspokenly critical of the federal government's "make work without training" during the Depression.

He capsulized his philosophy in a number of sayings and slogans which appeared on the covers of monographs and in his speeches. He constantly quoted them to his friends and associates, as Turner says, to keep it all fresh in their minds. Some of his motto's were:

> The Part-time School for Workers Is the Keystone of the Arch of Democratic Education.
>
> Child Labor Without Child Opportunity Is Unjust and No State Should Permit It.
>
> Poverty Often Deprives A Man of Spirit and Self-Respect. It is Hard for An Empty Bag to Stand Upright.
>
> Part-time School Is A Learn While You Earn Program.

In a discussion that sounds entirely consistent with Edward Fitzpatrick's dialogue on vocational vs. liberal education he says:

> The continuation or part-time school is the instrument for bringing the knowledge of Science and Art into helpful relationships with industrial knowledge and skill. It supplements the time honored basic educational requirements of the 'Three R's' by erecting on this basic structure a program for the cultivation of the 'Three H's'—the Head, the Hand and the Heart: the Head to Plan, the Hand to Execute, the Heart to guide both the Head and the Hand to a higher and better service for all and thus glorify the results of labor.[10]

Hambrecht liked to quote a Hindu proverb to the effect that people get one quarter of their education from their occupation, one quarter from their associates, one quarter from nature, and one quarter from books. He wanted the part-time students to have opportunities to learn from each other and from teachers who were genuinely interested in them. He said that very few people got very far without at least one mentor.

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[10] Turner, Underwood, and Graham, op. cit., p. 21.

Like Fitzpatrick and McCarthy, Hambrecht understood the importance of the individual to the total social well-being:

> You prosper in proportion to the prosperity of the average man... Every man who through ignorance, lack of training, or any other hindering cause is producing or earning only half as much as he ought, by his inefficiency is making everybody else in the community poorer.[11]

Hambrecht was an ardent admirer of Abraham Lincoln. He was known throughout the country as a Lincoln lecturer and authority and collector of "Lincolniana." His collection of over 3,000 volumes and pamphlets was one of the largest private Lincoln libraries in the United States. Hambrecht belonged to several Lincoln societies across the country and was a charter member and president of the Lincoln Fellowship of Wisconsin.

His interest had begun as a young boy. The address he gave at his graduation from Lake Geneva High School was on Lincoln. And Turner remarked that, although he was busy all the time, February was always the busiest month of the year for him.[12] Hambrecht identified with Lincoln, a poor man who had educated himself. Lincoln provided the best possible example of the result of part-time, informal schooling and he used him over and over again as his success story. Besides being a role model, Lincoln had a deep appreciation for the need to combine education and work in the right proportion. Hambrecht frequently quoted from Lincoln's address at the Wisconsin State Fair in 1859 in which he asked, "How can labor and education be the most satisfactorily combined?" A speech is reprinted in the Appendix in which he quotes from that famous "mud-sill" speech of Lincoln's and articulates his own philosophy of part-time schooling. At one point in the speech, Hambrecht said:

> Until the part-time school was established, we had the unfortunate condition in which one group of young people were getting all the working experience and another all the schooling. To avoid a one-sided training each group needed something of what the other was getting. Those in school were missing the work experience; those working lost out on the school experience which might help them to appreciate and get the most out of their work. As an educa-

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[11] Ibid., p. 23

[12] Ibid., p. 10

> tional agent, labor by itself is not a substitute for schooling; nor is schooling a substitute for labor.[13]

Not surprisingly, many of his publications are about Lincoln: ABRAHAM LINCOLN—HIS SPIRIT LIVES, 1926; LINCOLN LITERATURE, 1937; ABRAHAM LINCOLN IN WISCONSIN, 1941. His monographs include "Learn While You Earn," "Problems of Education," "The Out of School Youth Problem," "Hobbies—The Use of Leisure Time." One of his favorite books was THE UNIVERSITY OF HARD KNOCKS by Ralph Parlette. Turner says he gave away countless copies to friends and to every young person who received a legislative scholarship.[14]

He had a variety of interests—American history, government, constitutional law. He was the first President of the Madison Civic Music Association. He belonged to a number of other civic groups—the Odd Fellows, Moose, Eagles, and Elks. He was also a 32nd degree Mason. He was even appointed an Honorary Texas Ranger by Governor Allred in 1936.

He was a fervent student of the life of Christ. He loved to lecture on the annual passion play at Oberammergau, Germany. He attended it so many times that he became good friends with the man who played Christ and the two corresponded till the actor's death.

C.L. Greiber, who assisted Hambrecht for many years and eventually succeeded him as State Director, says that his one weakness was games of chance. He tells that Hambrecht could not go by a slot machine or pinball machine without stopping to play. Greiber further describes him as "brilliant," "softspoken," and "philosophical."

He never learned to drive an automobile, nor did he wish to. This interesting personal fact influenced his approach to managing the vocational system. Throughout his directorship, he had a very decentralized administration. He maintained the system philosophically and legislatively in Madison while the local directors carried on with a free hand. (The Legislative Reference Bureau has newspaper clippings from his day and there are many, many articles referring to speeches he had made about vocational or part-time education. The State Historical Society has three large volumes of his speeches.) The Directors' Association was at its strongest during the Hambrecht years. This is particularly true in his later years when he was in poor health and physically unable to manage as he once had. Greiber[15] points out that Hambrecht visited the schools only infrequently because he always had to have someone else drive him. However, Hambrecht supported the decentralized system and would not have changed the arrangement even if his transportation situation had been different. The point to be made is that the history of the system, like all history, was influenced a great deal by the individuals who held key positions.

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[13] George P. Hambrecht, "What Wisconsin Schools Are Doing As A Result of Depression Conditions," ADDRESSES OF GEORGE P. HAMBRECHT, 1933-43 (Madison: Wisconsin Board of Vocational Education, [n.d.]), p. 4 of speech given December 18, 1933.

[14] Turner, Underwood, and Graham, op. cit., p. 22.

There are many examples of the humanism which Hambrecht exuded. Turner writes of the poignant relationship of Hambrecht with his wife, Kate. Kate, like him, was very much interested in history and government. She was a member of the DAR, the American Association of University Women, and numerous other historical and civic groups. She had been just as interested in having a library well-stocked with books as was George. Turner says that in the years of her invalidism before her death, the two read many books aloud together.[16]

Turner also notes that the words with which he ended all his letters "...expressed his innate consideration, respect, and regard for the personality of every human being with whom he came in contact."[17] He signed his name:

With kind regards and best wishes, believe me,
Sincerely yours,
George P. Hambrecht

George Hambrecht was President of the American Vocational Association for two successive terms, 1935 and 1936. He regularly attended the national conventions. It was Christmas Eve of 1943 and he had just returned the week before from the annual AVA convention in Chicago. He had been preparing to write another book on Lincoln and had his notes all in order to begin the writing. A fire broke out in his Madison home on Gorham Street. Thoughts of his Lincoln collection must have raced through his mind. He was 72 years of age and not in good health. The fire brought on a fatal heart attack. As Turner said it, "The house was saved, and the precious books; but he was gone."[18]

ADDITIONAL AID SOUGHT

Also in 1942, the Directors' Association, functioning since 1924, decided to seek more state aid. The increased training activity of the war was severely straining local fiscal resources despite federal programs like VEND. The Directors' Association aggressively sought the support of labor, industry and agriculture. (The agriculture groups were especially supportive of the proposed increase. Louis Sassman and John TePoorten had direct links to agricultural interests. Sassman was Superintendent of Vocational Agriculture for the State Board. TePoorten was Occupational Extension Coordinator for Circuit Programs. As such, he coordinated the rural electrification lineman training program.) With the aid of those groups, the amount of state aid for vocational education was raised from $255,000 to $420,000 to become effective July 1, 1944. Governor Goodland vetoed the bill, but the Assembly and Senate both overrode his veto. (Goodland, a Racine native, was known for his opposition to the administering of vocational education at the local level.)

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[15] Interview with Clarence Greiber, August 14, 1981.

[16] Turner, Underwood, and Graham, op. cit., p. 19.

[17] Ibid., p. 24.

[18] Ibid., p. 19.

The passage of the bill for increased aid illustrates the power wielded by the Directors' Association in the 30's and 40's. Over the years, the Directors' Association, of which the State Director was a member, had become a formidable political force. There was a well orchestrated plan for getting legislation passed. The State Board Director secured the support of other agencies, while local Directors used local boards to influence legislators. The representation of management and labor on both the local and state level virtually guaranteed complementary support. McCarthy's dogma still held the tightly-knit system together. Problems were dealt with in the closed system of the state and local boards. It was not until the 50's that this monolithic approach would begin to break up.

In 1945, the U.S. Commissioner of Education ordered that all vocational training for war production terminate on May 31. By the end of the war, 148,614 people had received some type of training for war production in Wisconsin. Of these, 63,791 were in pre-employment (job preparation) and 78,451 were in supplementary training programs. A total of 24,095 were enrolled in VE-ND training-within-industry programs. The number of women trained in the VE-ND program was 22,567.[19]

A NEW STATE DIRECTOR

On December 23, 1943, a fire in the home of George Hambrecht brought on a fatal heart attack. He had served 22 years as State Director. John Callahan was appointed Acting Director. Clarence Greiber, formerly Secretary of the Board was appointed Director on April 3, 1944. Serving in the Navy at the time, he was released upon request of the State Board.

Greiber was to encounter hostility and opposition from the Directors' Association. Following Hambrecht's death, several local directors had applied for the State Director's position. The Board was reluctant to hire a local director because of potential conflicts within the directors group. Greiber was finally appointed because he had worked since 1931 as Secretary of the Board with Hambrecht and knew the system thoroughly. The Board felt that Greiber would bring continuity to the State Director's function. In 1944, the local directors went on record as being opposed to his appointment. They resented him for being an accountant and never having had experience in the field. His only ally in the Directors' Association was Dr. William Rasche, the Director at Milwaukee, who had recommended him in the first place. McGivney reports that Greiber was not invited to attend the first Directors' Association meetings after his ap-

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[19] Spinti, op. cit., p. 220.

pointment.[20] Greiber himself recalls an invitation to attend a committee meeting before he had officially begun his duties. At the meeting, the directors demanded his resignation. He later said that the incident, "...solidified my determination to get on the job as soon as possible."[21]

At the invitation of certain local directors, Allis Chalmers, Kearney and Trecker, and LeRoi sent resolutions expressing dissatisfaction with the State Board's selection.[22] In seeking the support of industry against the new State Director, the directors themselves probably caused the first hairline fracture in the vocational education monolith.

Greiber formed an advisory committee of directors to help him make the transition into the position. Local directors recalled not the advisory committee, but that they always sent several of their members to State Board meetings to "watch over the squirt."[23] They showed their dominance by debating policy before the State Board and local advisory committees when it was clearly not their role to do so.

A great deal of communication between Greiber and local directors was carried via Circuit Relations Coordinator John TePoorten. This adaptation eventually became unnecessary as the old guard directors retired. Greiber outlasted most of those who had opposed him, and by the late 40's had solidified his position. Although he became accepted by the local directors, the linkage was not as strong or as direct as it had been between Hambrecht and the old guard directors.

GEORGE-BARDEN

The federal government was favorably impressed by the defense training vocational and adult schools had provided during the War. This appreciation was manifested by passage of the George-Barden Act in 1945. George-Barden Act funds stimulated the growth of new full-time programs in Wisconsin. The additional funds enabled the State Board to fund equipment for new programs starting in 1947. (Previously only salaries were reimbursed.) George-Barden funds were used to pay 50% of the costs of outfitting a new barbering program at Green Bay. In 1948, a policy was adopted of setting aside 10% of federal funds to buy equipment for new programs. Since the equipment often represents the largest cost of a program, that use of federal funds became an incentive to local districts. The State Board departed from its earlier position funding rural home economics in high schools exclusively, and distributed George-Barden homemaking funds equally to city vocational schools and high schools.

Greiber tells a story about the near-miss of the George-Barden bill. The story illustrates the intensive lobbying being carried on at the national level, particularly by the American Vocational Association.

> In 1946, a committee of State Directors met in the office of L.H. Dennis, Executive Secretary of the AVA. Late that day Dr. Dennis

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[20] Joseph H. McGivney, "Politics of Vocational Education in Wisconsin 1909-1967" (Unpublished Doctor's dissertation, University of Wisconsin, 1967), p. 113.

[21] Greiber, op. cit., p. 31.

[22] Eugene Craven, "The Directors' Association and the Politics of Vocational Education in Wisconsin, 1943-1967" (Unpublished Master's dissertation, University of Wisconsin, 1967), pp. 48-49.

[23] McGivney, op. cit., p. 113.

> telephoned Congressman Barden, Chairman of the House Education Committee and co-author of the bill, concerning progress being made on the legislation. Congressman Barden said the committee had just concluded a meeting, and the vote on the bill was 4 to 4. He said unless the tie was broken at a 9:00 meeting on the next day, the bill was dead. Dr. M.D. Mobley, State Director in Georgia, and later Executive Secretary of the AVA, wished to know if Congressman Wood from Georgia attended the committee meeting. Congressman Barden said he was campaigning in Georgia. Dr. Mobley then got in touch with Congressman Wood in Atlanta. Mobley told him, 'Mr. Congressman, the Education Committee met today on the George Barden bill and the vote was 4 to 4. We need you in Washington for a committee meeting at 9 a.m. We will find a way to pay your travel expense.' Congressman Wood met a commitment that evening in Atlanta and flew to Washington, arriving at 4 a.m. He appeared at the committee meeting at 9 a.m. and broke the tie vote.[24]

Nine days later, Greiber and AVA representatives watched President Truman sign the George-Barden bill.

TAX LEVY LIMITS RAISED

In 1947, the Wisconsin Legislature raised the maximum levy from 1½ mills to 2 mills. (Ch. 396, Laws of 1947). The same pattern of gathering political support that had been effective in 1943 for getting increased state aid was followed. This time vocational educators and labor and business had faced a tough fight with the League of Municipalities. The taxpayers group routinely opposed any increase in the guaranteed mill rate. A hot contest had gone on in the Senate with Senator Robert Knowles *against* and Senator Louis Fellenz *for* the increase. In spite of the opposition from the League, the bill had passed both the Senate and the Assembly.

Even with the increase, local vocational and adult schools were strained financially because of rising instructional costs. By 1947, the Board no longer was able to match reimbursable trade and industry education expenses 50-50, and was forced to prorate the available federal funds.

There were not enough state aids to go around for the 58 day and evening schools either. A maximum reimbursement for first class cities (Milwaukee) had been set at $30,000—$15,000 for other cities. The total claimed for state aids in '47-'48 was $1,072,983.19 which was more than the state aid available, so state aids also had to be prorated.[25]

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[24] Greiber, op. cit., pp. 33-34.

[25] Spinti, op. cit., p. 226.

Figure VI

WISCONSIN TRADE AND INDUSTRIAL EDUCATION ENROLLMENTS SELECTED YEARS 1940 - 1949[26]

Year	Preparatory		Extension		General Continuation	
	Day	Evening	Day	Evening	Day	Total
1940-41	11,232	13,015	4,375	16,092	2,978	47,692
1946-47	7,277	7,467	11,445	10,587	3,869	40,645
1947-48	6,650	7,642	12,572	10,568	3,629	41,061
1948-49	6,065	7,437	11,386	7,589	4,119	36,596

VETERANS

Thousands of veterans enrolled in vocational and adult schools after World War II, either for occupational training or to finish high school. Local Boards worked directly with the Veterans Administration to provide veterans with on-the-job training. The Veterans Administration had objected to the practice in other states of what amounted to subsidized employment; veterans were placed in jobs that did not require training. Wisconsin apparently provided realistic training settings. Commander Ralph A. Seatman, National Director of Veterans Affairs of the American Retail Federation wrote to the State Board, "I have rather conclusively formed the opinion that Wisconsin is doing about as fine a job in this field [on-the-job training] as any state in the union.[27] As a result of PL 16 and PL 346, federal veterans training laws, Wisconsin trained 30,951 veterans between 1945-48.

Another program conducted in Wisconsin was veterans on-the-farm training which was later extended to include Korean War veterans. The program continued till 1963. (PL16 and PL346 were also extended to include Korean War veterans.)

AIDABLES CHANGED

Both Governor Rennebohm and the 1947 Legislature were concerned about the State's support of the many arts and crafts classes offered under Home Economics in the vocational and adult schools. Lawmakers felt that these non-occupational classes should be financed locally, and partly through course fees. (The rationale for state aid in the first place had been to promote occupational training that benefitted the whole state. The crafts classes did not fit that criterion.)

By January of 1947, the State Board had adopted a policy of not reimbursing state aid claims for social, craft or recreational classes. Local directors opposed the move, defending the value of the courses to the community. Politically, however, the Board had no choice but to discontinue a practice which so thoroughly chagrined both the Governor and the Legislature.

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[26] Ibid., p. 230.

[27] Ibid., p. 236.

LEGISLATIVE COMMISSION LOOKS AT VOCATIONAL EDUCATION

That same year, the Legislature created a Commission to study the State education system (1947 Chapter 573). The Commission on Improvement of the Educational System was composed entirely of non-educators. The Commission questioned the use of the city as the administrative unit for the vocational and adult schools. State Director Greiber suggested the Commission study the feasibility of vocational schools extending the boundaries to include the local trade area. (Recall that Greiber had tried unsuccessfully in 1937 and 1941 to have district boundaries changed to county lines.)

The question of consolidation of the State Board with a general education board came up again. As it had in the past, labor influenced the Commission proceedings in 1949. Spinti quoted George A. Haberman, President of the Wisconsin State Federation of Labor in his comments against the idea:

> Another method of weakening vocational education is to attempt to consolidate it under the general education system. This the State Federation has always opposed for obvious reasons. The two types of education do not mix; courses and systems of teaching are not comparable and administrative problems have no common ground.[28]

The Commission ultimately made no recommendation for changing the operation of vocational education.

AGRICULTURE IN THE 1940's

World War II had both a positive and a negative effect on vocational agriculture enrollments. There was an increased demand for the instruction—farm prices improved and demand increased for food and fiber for national defenses. Rural electrification progressed steadily. Ample credit was available for both short and long term loans.[29] As the need for agricultural production increased, so did the need for increased instruction. Enrollments grew through 1942. The move in Wisconsin away from one-room schools to consolidated districts benefitted vocational agriculture programs. Just before the United States entered into the war, many new schools were erected which provided, for the first time, adequate facilities for vocational agriculture. Forty new farm shops were built with the help of National Youth Administration (NYA) workers. Enrollments in vocational agriculture programs fluctuated particularly from 1942-1946 because of an extreme teacher shortage caused by the War. A number of teachers entered the Armed Services. In addition, many potential instructors enlisted or were drafted out of college. As a result, local areas that wanted vocational agriculture had to do without. In 1943-44, 28 schools were without instructors.[30]

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[28] Ibid., p. 242.

[29] Floyd J. Doering, A HISTORY OF VOCATIONAL AGRICULTURE IN WISCONSIN, 1900-1976 (Madison: Wisconsin Department of Public Instruction, 1976), p. 45.

[30] Ibid., p. 47.

The War stimulated growth of Future Farmers of America. The chapters took an active role in productivity programs, scrap metal drives, rubber and paper drives, and stamp sales campaigns.

With new machinery nearly impossible to obtain, vocational agriculture departments offered programs for farm machinery repair and reconditioning. In one year, 351 programs in farm machinery repair were held which resulted in the reconditioning of thousands of pieces of equipment.[31]

After the war, as instructors became available, vocational agriculture enrollments again began to rise. Starting in 1944, the federal government used Wisconsin as an experimental state for a subsidized on-the-farm veterans training program. By 1963, when the federal program ended, over 15,000 veterans had received on-the-farm training.[32]

HEALTH OCCUPATIONS IN THE 1940's

In Health Occupations, the major development in the 1940's was the introduction of one-year Practical Nursing Programs. The practical nurse role was created to free nurses to attend to more complex duties. Kenosha was the first vocational school to offer the program, followed by Milwaukee.

TRADE AND INDUSTRIAL EDUCATION IN THE 1940's

During the 1930's, the Circuit Relations Committee was established to coordinate the activities of itinerant instructors. In 1941, the State Board issued a bulletin outlining policies for circuit program teacher certification, salaries, travel schedules, and other issues. During the early 1940's circuit instruction was offered in baking, barber science, carpentry, cosmetology, electricity, firefighting, foremanship, foundry, insurance, industrial first aid, industrial safety, life underwriting, painting and decorating, personnel relations, pharmacy, plumbing, rural electrification, sales, and steamfitting.

Trade and Industry enrollments varied from a high of 47,692 in 1940-41 to 36,596 in 1948-49. Forty five schools offered trade and industrial education day and evening programs. An additional 11 offered only evening classes.[33]

Thousands of veterans attended vocational schools to learn new trades and/or to complete high school educations interrupted by the War. Local boards of vocational education worked directly with the Veterans Administration to provide veterans with on-the-job training. By June, 1948, 31,000 veterans had been enrolled in trade and industrial programs.[34]

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[31] Ibid., p. 46.

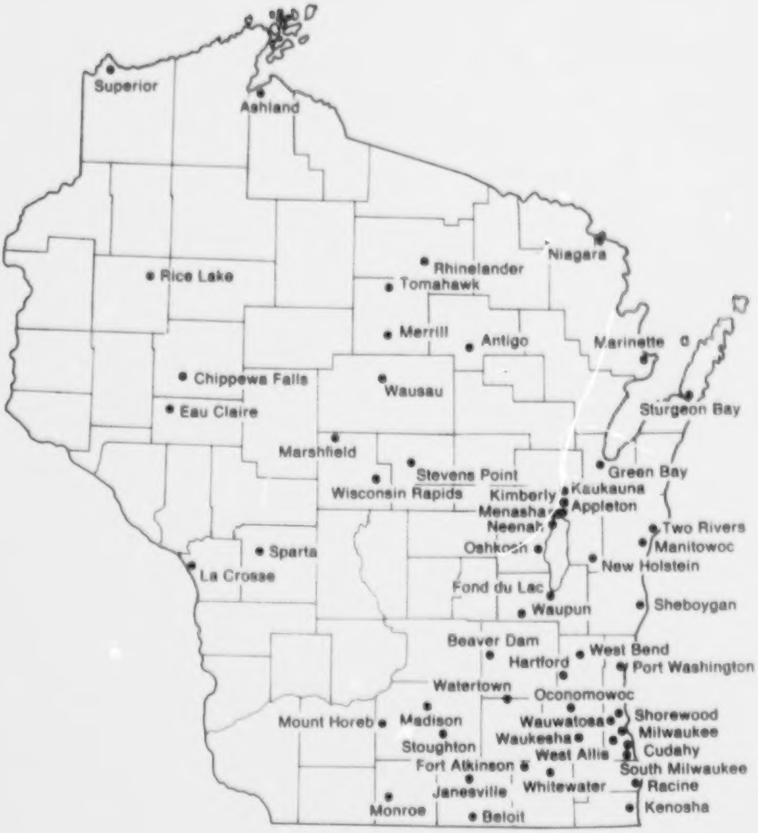
[32] Ibid., p. 134.

[33] Spinti, op. cit., p. 231.

[34] Ibid., p. 237.

Figure VII

WISCONSIN VOCATIONAL SCHOOLS OFFERING TRADE AND INDUSTRIAL EDUCATION 1946 - 1947 SCHOOL YEAR[35]



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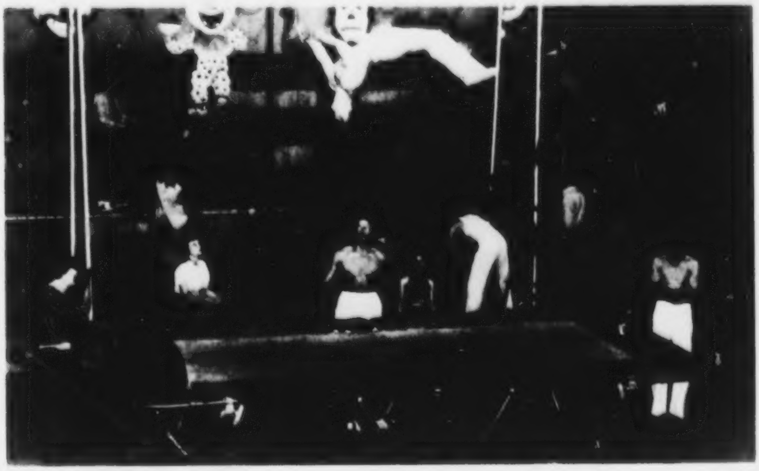
[35] Ibid., p. 233.

ADULT EDUCATION IN THE 1940's

The significant development in adult education during the decade came in an announcement from the State Board: State aid would no longer be available to vocational schools for non-occupational classes such as social, craft, and recreation. This was necessary as the demand for state aid increased. In addition, it was part of an effort to define vocational schools more sharply as occupational training institutions.



Original caption read, "Acrobatic performance by circus students in the Manitowoc Vocational School classes conducted by William G. Schultz. This school is stated to be the only vocational school for circus acrobats in the U.S." 1948. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37537.)

KOREAN WAR

When the U.S. "police action" in Korea began, it appeared the vocational and adult schools might again have a major role to play in training defense workers. The shipyards in Manitowoc requested help from the schools in Manitowoc and Sheboygan to train additional welders. But no federal funds were appropriated for war training and there were only a few Wisconsin industries that received defense contracts. As it turned out, the system was affected very little by the Korean War.

RELATIONS WITH THE PUBLIC SCHOOLS

Consolidation of the State Board with a general education board had always been a latent issue. However, Callahan's position as State Superintendent and his support of the separate board for vocational and adult education had been a successful hedge. Callahan retired in 1948. His successor, George Watson, was not as sympathetic to vocational education. He and Greiber did not enjoy a positive working relationship. On occasion, he even "chided Greiber in public"[36] The breakdown in communications at the state level contributed to further antagonism at the local level between vocational educators and general educators. Friction commonly existed at the local level. For one thing, the State Board administered and co-supervised the agriculture and home economics programs offered in most high schools. Teacher and instructional criteria were set by the State Board, so local school policies applied to everyone except the vocational instructors. Vocational instructors often enjoyed a "trade competency" increment in addition to their salaries. It appeared to administrators and other high school teachers that vocational educators had extraordinary privileges. General educators were jealous of the financial advantage enjoyed because vocational schools could levy a tax up to 2 mills for their program without review by any elected body. This resentment was fueled by the dramatic enrollment increase secondary schools experienced after the Compulsory Education Law of 1933. They had a record number of students to deal with without a guaranteed supply of funds. They were also frankly jealous of the political muscle of vocational education. Labor had "run interference" on all prior consolidation attempts. Some general educators tried to undermine their support by accusing vocational schools of training "strike breakers." Vocational educators sucessfully countered this with the image of vocational schools as "labor's schools." The State Board could back up the claim by pointing to the swift action taken on behalf of labor against migratory industries in 1936. In 1951, vocational education had another opportunity to show its support for labor.

That year, the State Federation of Labor passed Resolution 72 opposing competitive production, especially in printing, taking place in some vocational and adult schools. Greiber took up the Resolution at the next State Board meeting and called a committee of local directors and State Board members to meet with the State Federation of Labor to resolve the matter. In the correspondence that followed, Greiber pointed out that the problem existed only in one school, LaCrosse, and only in the printing department. He further pointed out that the President of the Board at LaCrosse was on the Executive Committee of the State Labor Organizations. The Committee met with the State Federation and by December of that year, it was reported that, "The disputed condition no longer existed."[37]

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[36] Craven, op. cit., p. 40.

[37] Spinti, op. cit., pp. 248-249.

CHAPTER V

THE 1950's

FINANCIAL CHALLENGES

During the 50's, local districts continued to assume a greater proportion of the costs. By 1956-57, 87% of the costs of operation were paid by local taxes.[1] To bolster the increasingly inadequate resources of vocational and adult schools, the Legislature raised out-of-district tuition for day programs from $1.00 to $1.50 per day. (Evening classes for non-residents remained at 50 cents.)

The system was gradually moving toward larger districts with larger tax bases. Legislation in 1951 (Chapter 372, Laws of 1951) allowed expansion of the city vocational districts to the public school boundaries. The legislation had been initiated by the Director at Antigo. The change was of special interest to the northern part of the state, which was sparsely populated, and therefore had limited fiscal resources. The law permitted a unified school district to petition to have a vocational program in the district. If the unified district included a city with an existing vocational school, the voters of the city had to also approve the expansion.

An Area Development Act was passed in 1957 which permitted formation of vocational districts. The 1957 Act, like all legislation during the 1950's to broaden the VTAE base, had primarily a *conceptual* rather than a *practical* impact. The drawback of all existing legislation was lack of implementation mechanisms. However, several vocational schools including those at Green Bay, Wausau, Superior, Eau Claire, and LaCrosse were operating on a regional rather than strictly municipal basis. The success of these districts contributed to the momentum for a regional design.

Another change in the non-resident fee structure was made in 1955. Fees were to be charged to the vocational school districts. Previously, the fees were charged against the city, village, or town of residence. This change reflected the needs of the newer, larger districts that extended past municipal boundaries.

In 1955, a law was passed that the 2 mill tax could be levied on equalized valuations rather than only on assessed valuations. What was unusual about the law was that it had been single-handedly engineered by Rudy Hanson, the Director at Superior without the support of the other directors. The independent move was symptomatic of the gradual breakdown that had been occurring in the formerly solid vocational education movement.

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[1] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), pp. 256-257.

Nevertheless, it was a time of program expansion. In 1950-51, the total vocational and adult enrollment was 105,115. In 1951-52, enrollments were 111,346. In 1956-57, enrollments had grown to 131,817.[2] In 1955, because of the financial strain caused by the expansion, the Board ordered that all technical programs receive prior approval by the State. This policy was meant to discourage the addition of programs without evidence that the occupational preparation was really needed in that area and without regard to the geographical location of similar programs.

DEFEAT

Virtually every prior request made by the State Board for additional state funds had been granted. It was shock to the entire system when, in 1955, a bill for increased aid did not pass. Bill 242A would have increased aid by $355,000. It proposed to maintain the historical appropriation of $420,000 with a maximum of $30,000 for Milwaukee and $15,000 for others. A different formula was proposed for the additional $355,000:

a) $140,000 to boards for compulsory youth

b) $40,000 for apprentice instruction

c) $111,000 to aid students attending at least half time in an occupational preparation program

d) $25,000 to boards for providing instruction to rural communities - a group not previously served to any extent by the schools

The Directors unanimously supported the bill, as did labor. However, the support of the business community had diminished significantly. The non-occupational courses of the school had become too visible. Though there were occupational programs being carried on, legislators and many business people felt that vocational education was devoted mostly to "how to make whipped cream, millinery, basket weaving."[3]

Labor's support was simply not enough this time. Labor's identification with the Democratic party limited its influence that session; Republicans controlled the governorship and the Legislature.

A large portion of the proposed increase would have gone for compulsory youth. The disadvantaged had never had any political clout. (The original 1911 legislation was not passed for the needy, but for the majority of people who had left school.) According to McGivney, one observer remarked:

> Greiber would make a good case before the Joint Finance Committee but he did not get sufficient local support for the increase. The dropout could be shown as "needy," but the dropout could not pro-

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[2] Ibid., p. 261.

[3] Joseph H. McGivney, "Politics of Vocational Education in Wisconsin, 1909-1967" (Unpublished Doctor's dissertation, University of Wisconsin, 1967), p. 117.

> vide any organized political support. Vocational schools were perceived to be the resting place for the kickouts, the dropouts, the undesirables, and the rest of their program was heavily oriented to arts and crafts.[4]

Also lacking at the time was the inter-agency support the State Board had enjoyed earlier. The University of Wisconsin Extension Division had been an integral part of the original continuation school plans. As continuation schools became vocational and adult schools, they provided adult education locally, and so became competition for the Extension. The negative attitude discussed earlier on the part of the Superintendent of Public Instruction and the public schools had not changed either.

THE "LOSS" OF STOUT

In 1955, the Coordinating Committee for Higher Education was established by the Legislature to end the internecine squabbling between the University of Wisconsin and the state colleges. One of its tasks was to plan the transfer of various higher education institutions into a more efficient arrangement. The State College at Milwaukee was transferred from the State College Board of Regents to the Board of Regents of the University of Wisconsin. The Wisconsin School for Mines at Platteville was placed under the State College Board of Regents, as was Stout. The State Board was no longer to be the trustee for Stout. The vocational education lobby tried to arouse support for the return of "their" teacher training institution. But it could not, for the same reasons the aid bill had failed the same year. Not only was the system politically isolated, but some within the system even refused to support it.

Robert L. Pierce, a Menomonie industrialist and influential member of the State Board of Vocational and Adult Education, supported the transfer of Stout from the State Board because of the poor reputation of vocational education. He worked hard to bring about the transfer, feeling that as long as Stout was identified with vocational education, it would continue to be shortchanged. He was right for the time being, but it was a bitter drink for vocational educators.

STOUT TODAY

Ultimately, the "loss" of Stout proved to be not so much of a loss as a readjustment. Today, UW-Stout is one of two "Special Mission" institutions within the University of Wisconsin system and still maintains a special relationship with the Vocational, Technical and Adult Education system.[5] Part of its special mission is to offer undergraduate and graduate programs "relating to professional careers in industry, technology, home economics, applied art, teacher education, and the helping professions (such as vocational rehabilitation and guidance) with the goal of meeting statewide needs for specialized curricula in these areas." Other goals of Stout's special mission include:

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[4] Ibid., p. 118.

[5] MISSION OF THE UNIVERSITY OF WISCONSIN SYSTEM (Madison: University of Wisconsin System, 1974), p. 18.

1) The University should provide transdisciplinary programs which center upon the study of human development and interpersonal relationships, efficient practices of man in industry and education, and the relationship of man to technology, vocation, and society.
2) The University programs will include a core of liberal arts to enhance, add meaning to, and provide a foundation for the specialties of this University, rather than offer programs with majors in the traditional arts and science.
3) The University should experiment with new educational strategies and instructional technologies in the interest of improving the learning process.
4) The University should develop appropriate interinstitutional relationships within the region and state and with the Wisconsin Vocational, Technical, and Adult Education System.[6]

AN IMAGE PROBLEM

After the failure of the 1955 aid bill, Greiber and some local directors attempted to assess what had gone wrong. They decided that vocational education needed a new image. It was clear that the occupational identification had become obscured. Most vocational schools were viewed as ineffective for these seven reasons:

1) They were viewed as the dumping ground for the kids who "can't make it" in high school.
2) Their administrators held low-tax low-spend ideologies.
3) There was way too much emphasis on hobby and recreation activities in the curriculum.
4) There was a backlash from the middle-class element in the communities because of the poor public relations and poor administrative practices. For example, the schools went on for many years with no improvements and many persons who visited the schools saw empty buildings, thus concluding that there wasn't much need for vocational education.
5) There were poor public relations between the public schools and the vocational schools.
6) Much of the teaching staff in the vocational system was mediocre at best, and
7) Facilities were very poor. This was the result of the low-tax ideology held by many vocational administrators. Most of the existing facilities of the vocational system were the facilities that the public schools no longer viewed as habitable for the public school populations, and thus assigned these archaic facilities to the vocational people.[7]

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[6] Ibid.

[7] McGivney, op. cit., p. 135.

DEFINING THE MISSION

It was decided that vocational education needed to let the right people know that there was more than millinery going on in vocational schools. Greiber went to the Interim Education Subcommittee of the Legislative Council in 1956 to explain the significance of occupational education. In the presentation, he established a case for the need for training which he was able to support with data from business and industry. He also showed how the percentage of state aid had declined. In 1913-14, state aids had paid 32% of the costs of the vocational schools. In 1954-55, only 5% of the cost was reimbursed by the State.

The Committee agreed that vocational education got the lowest share of any publicly supported education. They directed Greiber to bring back a new plan for state aids. The plan he presented to the commission in 1956 included:

1. Increased aids from $420,000 to $975,000 annually.
2. No change in existing guidelines for the traditional $420,000.
3. 10¢ for each student in Board-approved courses.
4. 50% of the cost of local administration, supervision, and salaries up to $5,000.

BIG VS. SMALL

Greiber presented his plan to the Fall Conference of the Directors' Association. The small schools felt they would not benefit because they could not come up with the numbers in approved classes that larger schools could. In response to this, an amendment was added to the bill that aids on apprentices and continuation students would be based on a minimum of 10 students per class, regardless of the actual numbers. With the small schools satisfied, the bill was introduced in the Senate in January, 1959, and went to the Joint Finance Committee. It looked like vocational education was in for a big increase.

At the March meeting of the directors, the small schools announced that they had analyzed the bill and found it would not benefit them significantly, even with the amendment. Prior to the meeting, the Wisconsin Rapids Director, William Sprise, had surveyed all cities under 20,000 and found out that they stood little to gain. Sprise had the support of Director Johnson of Watertown and 26 other small schools. The group threatened to block the legislation, that they would go to the Legislature themselves if necessary. Sprise was a close friend of William Clark, Chair of the Senate Committee on Education and Public Welfare; it was no idle threat.

Greiber and TePoorten were aghast. However, the *coup* had been brewing for some time and the opposition of the small schools went beyond the 10¢ per pupil reimbursement proposed for occupational courses. There was an underlying philosophical conflict between small schools and large schools. Smaller schools insisted that arts, crafts, and general education were just as important as vocational programs. The limited ability of smaller schools to provide occupational programs undoubtedly contributed to this sentiment. Larger schools were anxious to play down the arts and crafts and to expand vocational-technical programs. The group of large school directors included those from Appleton, Eau Claire, Green Bay, Kenosha, La Crosse, Madison, Milwaukee, and Wausau.

The group of smaller school directors was led by Sprise, and included as its most influential members the Directors from Antigo, Cudahy, Menasha, Rhinelander, Rice Lake, Stevens Point, and Watertown.

Senator Clark offered a substitute amendment which was based less on student attendance and more on support for administrative salaries—65%, not 50%. In addition, driver education could also be reimbursed based on a minimum of 10 students, regardless of how many were enrolled. Greiber and the Board agreed to it and Senator Clark, Sprise, and the smaller schools were satisfied.

The State Director now had a bill all the directors could support, but it was too late. By the middle of March, the budget was almost finalized. The Joint Finance Committee, after reducing the appropriation to $870,000 sent the bill to the Senate and recommended its passage. However, Senator Laun, a member of the State Board, proposed that Bill 48S be laid over till the fall session so that further study could be made of the fiscal impact on the general fund.

When the Legislature returned in September, it voted to kill Bill 48S because the general fund budget was balanced and the bill would cost too much. Laun worked out a compromise with Clark that resulted in two bills—118S called for the Legislative Council to conduct a study of vocational aids. Bill 652S provided only a one-time supplement of $180,000 to the existing $420,000.

Another defeat. Some legislators felt that the directors never really supported the bill for increased aid.[8] There was ambivalence on the part of both small and large directors to accept more state aid and thus relinquish a proportionate amount of local autonomy. The local directors were at the peak of their aggregate and individual power in the early 50's. For years Hambrecht and Callahan had extolled local control. Directors of the old guard had "...in their local baronies operated with a high degree of autonomy."[9] As Hambrecht and Callahan had aged, their influence had declined, and until Greiber could stabilize his influence, a leadership void had evolved at the state level. Local directors filled the vacuum and decentralized the decision making process even more. Few were willing to risk their baronies.

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[8] Ibid., p. 143.

[9] Ibid., p. 104.

Clarence L. Greiber, State Director, 1944-1970

GREIBER: A Vignette

Clarence L. Greiber spent his entire professional career in the service of Wisconsin's vocational, technical and adult education system. He was born in Sauk City in 1905. He graduated from the University of Wisconsin in 1929 with a major in Economics. Immediately after graduation from college, he was employed as Assistant Secretary to the Board of Vocational Education. He became Secretary to the Board in 1931. In 1938, when George Hambrecht was very ill, Greiber was designated as Acting Director if the Director was incapacitated or out of the city. He received a Master's Degree in Educational Administration in 1942 from UW-Madison. Greiber served in the Navy as a lieutenant senior grade in the Instructor Training Division. He was called back following the death of Hambrecht to be State Director in 1944. Throughout his 26 years as State Director, he was known to many simply as "C.L."

While he was State Director, he served on the State Communications Board, The Board of Trustees of Stout State College, the State Approval Board for Veteran Programs and other state and national education committees. Like George Hambrecht, he was elected President of the American Vocational Association and served in 1946. He was elected President of the National Association of State Directors of Vocational Education in 1955. In 1968, he served on a Congressional committee to study federal manpower training programs.

He said, "The philosophy I developed was largely patterned after that of my predecessor, George Hambrecht. He was a man who sought two things primarily—*principle* in his dealings and *philosophy*. It was his feeling that unless you had a philosophy, nothing would work. And working for him for a number of years ingrained in me a philosophy that I carried throughout my life that the vocational education program was to help people develop themselves and to work effectively."

While he took his philosophy directly from Hambrecht, there were differences in administrative styles. Hambrecht delegated responsibility to a much greater degree than Greiber did, particularly in his last years when he was in poor health. Greiber said that he visited each local school at least once a year as compared with Hambrecht who made few visits over the years. Hambrecht did not hold staff meetings, but tended to work directly with each subordinate. Greiber did hold staff meetings. Hambrecht's more philosophically oriented approach enabled local directors to operate their districts unhampered by the State Board. Greiber's personal management style was much more directive. When Greiber took over, the local directors became much more aware of the degree to which the personal style of the State Director would influence how they conducted their own local business.

Greiber's family originally emigrated from Germany and settled in Onondaga, New York, an English-Irish community. While there, the family changed its name from Von Gruben to Greiber. Greiber very much admired the work ethic of the German people.

> I learned the importance of the philosophy in 1953 when I visited West Germany and I found that the people there were willing to do two things: first of all, they were willing to work; secondly, they were willing to work with *skill*. And the reason Germany recovered from the devastation of World War II as rapidly as it did was because of those two basic principles. Wisconsin, of course, had a large German heritage...and I think that many of those characteristics were carried into this country in the early days. Unfortunately some of them have been lost today.

Greiber says that his philosophy of vocational education as a work-skill oriented activity influenced his earliest actions as State Director. Upon taking over, he found that:

> Because of a lack of students in the early 40's many of the schools had turned to arts and crafts to fill the buildings. Those classes were primarily held at night. There were just a few war production training programs still functioning. There were a few vocational courses—typing, and machine shop, but it was primarily arts and crafts. During the day, there were some juveniles there, but they were undesireables shoved over from the high schools. During the day you could roll a bowling ball down the hall and not hit anyone because there just weren't any students there. The parking lots were empty. As I drove around the State and saw the conditions of the schools and the enrollments, I asked myself, 'How long can this continue to exist?'

Governor Rennebohm, whenever he met Greiber or Hambrecht on the street, used to tip his hat in mock deference to the hat-making or millinery courses. He constantly criticized the courses which he felt were of a recreational nature.

One of Greiber's first goals as State Director was to develop full-time day training programs. "I recommended to the State Board that activities of a strictly recreational character should not be considered for state aid because it was my feeling that we should develop and promote the training of people for work and for increased productivity."

A second goal was to bring advisory committees, many of which were non-functioning, back to life. He assigned a staff member to work with local schools in this effort.

A third goal was to develop a closer working relationship with organized labor and the manufacturers. He visited Bob Evans, President of the Manufacturers Association who told him, "You have such good relations on the local level because our representatives are on your boards as management representatives." Greiber says, "One of our most saving features was the local boards which were composed of the most prominent people in the community."

He credits the Veterans Bill of Rights after WW II for rescuing the system:

> Without it, we would have gone down the drain. People could see that vets could go to the vocational schools for one or two years of training and get jobs. Also the demand for training in certain areas caused those programs to be initiated. Electronics programs were developed in response to veterans' demands. The impetus for development of new programs, in most cases, came from outside the system.

The most satisfying accomplishment of his career was passage of the Area Reorganization Bill in 1965. "I had been thinking of it as far back as 1939 and '40. Then one morning I met with Governor Warren Knowles for a breakfast meeting at which I talked to him about the idea and that was the start." Greiber is adament that Warren Knowles is the one individual who should get the most credit for passage of the Area Reorganization Bill. "There wasn't another governor who would have agreed to an area mill tax like he did. The bill couldn't have passed either before or after him."

A surprise to Greiber was the acceptance by labor of the two members-at-large on area boards. These public representatives were added to local boards as part of the Area Reorganization Bill to ensure that rural constituencies were adequately represented in the new districts. The acceptance of labor and the "tremendous success of the members-at-large were an unexpected victory."

Greiber points out an interesting fact pertaining to an earlier piece of legislation—Chapter 453. The 1957 bill enabled any area with a population of 20,000 to form a vocational district. It provided for a mill tax and *for an elected board.* Greiber says the bill was never implemented because it contained no mechanism for levying the district-wide tax or electing the boards. At the time of this writing, VTAE governance is a top issue in the State Legislature and elected boards are being proposed by some legislators. Although elected boards were on the books in 1957, Greiber says:

> Elected boards would be the complete doom of the system. Why? Very simple. Who would the board in this district be? It would be dominated by the cities because that's

> where the votes are and it would be true in every district in the State—the cities would dominate the boards. You'd go back to what we had years and years ago. The rural communities would say, 'We haven't got anything to say about running it.' The way it is now, it provides that there must be equal representation. If they go to elected boards, the system is dead... And if they go to state financing, the system's also dead because who'll be interested in it? You'll have another University system, so you might as well attach it and forget about it!
>
> There are people today who think that it should be a state-supported system. The day the local support is taken away, is the day you might just as well say, as far as the system as we know it, forget about it. Close it up , because as a system, it will no longer exist.
>
> The mission would change in this way—As long as we have the local boards with the mill tax responsibility and that are close to the people, the programs will meet the needs of the people. If we get to the point where we have a state-supported system, what use will there be for a local board to function as local boards function now? And after the board goes, who will determine what goes into a community?

Greiber describes himself politically as:

> Slightly conservative. I always made it a point to leave politics in the background. I had very excellent relations with organized labor always. I always made it a point to go to the top and to work with the top people in labor on the state and local level. And of course, organized labor is primarily Democratic. I had many friends who were on the other side of the fence politically. I belonged to a group which was largely Republican, composed of Republican governors over the years.

He numbered as his personal friends former Governors Rennebohm, Kohler, Thompson, Knowles, and Nelson. "Some people would call me a fence-sitter, but I never had any problems with the situation politically. I was, and I am now, more conservative than I am liberal, but I'm not to the ultra right or the ultra left."

When Greiber said that he made it a point to leave politics in the background, he was referring to *partisan* politics, not politics *per se* because he was adept at manipulating the political system of his day. When Hambrecht was Director, he had turned the responsibility for legislation and legislative contacts over to Greiber. Students of Wisconsin politics note with interest how the composition of the Legislature had changed. In his heyday, Greiber dealt with legislators who had usually pursued successful occupations prior to assuming office and possibly while in office. They were people for whom legislative office was a part-time job, and for some, almost an avocation. They therefore took a more casual view towards mixing politics and friendship. (At that time, the Legislature met only three months every two years.) Greiber's tough-talking personality and ability to chew the fat with legislators enabled him to secure enduring friendship with many of them, notably the governors. He claims that he was closer to the governor and Legislature than any Director before or since. He was able to exert pressure on them to look favorably on the VTAE system in the informal settings of fishing trips and card games. It must be noted, however, that the Legislature has changed dramatically in the past 10 years. The former successful business-person-turned-senator has been replaced in many cases by a younger, more highly educated full-time legislator whose primary career is politics.

The legislative issues have become much more specialized and complex. The financial implications have become massive. In Greiber's day, a legislator could consider an issue and make a personal judgement on it. Today, however, legislators must rely on their staffs to thoroughly research and consider all aspects of any issue. The complexity of the issues has changed the nature of lobbying as well. The notion of lobbying by exerting personai pressure has all but been replaced by the concept of lobbying by providing quality information. Nevertheless, Greiber's personal style was extremely effective with the legislators of his day.

On the extent to which the personality of the State Director affects the role, Greiber says:

> To a tremendous degree. He's got to be a man of principal. He's got to have a philosophy. He's got to be that one that people on the local level look to for leadership. And unless he has those qualities, he just isn't effective...He's got to know *what* he's going to do and people have to *know* what it's all about in order to work effectively.

When the federal funding for vocational education became available in the early 60's, Greiber set a policy that has had long-term benefits for the system. Local vocational schools wanted to use the federal funds to purchase equipment, develop courses, and start programs. Greiber and other State Board personnel felt that the largest share of the federal funds should be reserved for the building of facilities. Policies for the distribution of the federal monies were set accordingly. Ultimately the new facilities transformed the system's ability to offer more and varied technical programs, attracted more and better students, and indirectly moved the system towards larger tax units and area districting.

Unlike Director Eugene Lehrmann who was to follow, Greiber saw no negative effect of federal dollars in terms of increased centralization and state control. The answer was not unanticipated, since during Greiber's term as State Director, local vocational schools gave up more of their autononmy as they accepted an increasingly greater share of state aid. Some local directors who were in power while Greiber was, still bristle over what they perceived as intrusion from the state office. Greiber says the reason for that is simple. "When localities accepted conditions for state aid, they agreed to meeting certain conditions and when state staff members went in and found that those conditions were not being met, they said, 'You're going to have to meet these standards or you're not going to be approved for aid.' And they [local directors] didn't like it." Greiber took a hard line when it came to local compliance. In light of that, Greiber voiced two rather surprising beliefs—his concern with maintaining line and staff authority and his conviction that local control must be maintained.

When asked what the role of the state staff should be, he replied, "...to get out into the State and work effectively in developing the teachers and the programs. I don't think that staff members can be very effective sitting in the state office." He related a theory of a former state supervisor, Bob Welch, who said, "It would be a terrible mistake to give a person an office and a desk in the state office because he'd feel so comfortable he'd spend all his time there when the place he is needed is *out in the field.* That has been my philosophy and still is." He said state staff do have a responsibility for evaluating program effectiveness but should not be involved in "checking out" just for the sake of it. "The state staff should *know* what's expected of them and should carry out those responsibilities. In that way, they won't be heavy-handed." He added, "The individual to deal with at all times is the director, the administrator of the local school. For example, I think it would be a terrible mistake for either a State Director or a state staff member to get involved with either a local board member or a local teacher." A State Board member once asked C.L. what authority he had on his own, in visiting a school and finding something amiss. Greiber's answer was "Absolutely *no* authority. If you see something like that, you come back to Madison and tell me about it. I'll be in touch with the local director and then he *can take whatever action he wants to* about that particular situation. Unfortunately, staff members or board members don't always function that way. But you've got to keep those lines of administration straight or you're going to be in difficulty."

Greiber expressed his interest in retaining local control in his earlier discussion of proposed state funding of VTAE. He contrasted this view with the view of Joseph Noll, former chairperson of the State Board. Noll had always advocated total state administration of the VTAE system. Noll and Greiber clashed head on over that and a number of other issues.

One trend that Greiber notes with satisfaction is the development of a much higher level of administrative ability at the local level. A number of directors felt over the years that Greiber was eroding their authority. He was an authoritarian administrator who didn't hesitate to make decisions without necessarily consulting with local personnel. He says, "I wasn't trying to erode their authority. The thing that I was trying to do was develop a system that had more efficiency within it. I saw, in the earlier days, a lot of very weak spots and very weak situations. I saw some administrators who were just trying to get by...We had some very weak directors and that had to be strengthened."

People like C.L. Greiber who have forceful personalities collect both enemies and friends in quantity. In retrospect, anyone who examines the history must agree that the system as a whole could never have made the progress it did without someone like Greiber giving and taking the punches.

The information contained in the vignette was gathered in an interview of Mr. Greiber by the author on August 14, 1981, at the State Board offices in Madison, Wisconsin. The audio tape is cataloged at the State Historical Society.

GOVERNOR NELSON AND THE DEMOCRATS

Democrat Gaylord Nelson's election to the Governorship in Wisconsin meant better days for vocational and adult education. Even as a State Senator, Nelson had supported vocational education. George Molinaro was elected speaker of the Democratically-controlled Assembly. The man had attended Kenosha's vocational school while supporting his family working at American Motors. An organizer of the United Auto Workers local in Kenosha, he had been elected to the Assembly in 1946 and had been reelected five times since then. Molinaro wanted to upgrade the image of vocational education by placing more emphasis on post-high school programs.

Seizing the opportunity to try again, vocational education had Bill 303S introduced in January, 1959. It had the same principles of the 1957 bill which had failed to pass: a flat reimbursement plus a reimbursement based on actual student attendance. Each school would be reimbursed a maximum for administration, supervision and coordinators' salaries. The bill would also reimburse local schools for services to compulsory youth (i.e., those who had quit school), apprentices, and adults.

The actual amounts proposed were: $315,000 for salaries; $1,080,000 for courses with vocational objectives, excluding technical (two year) courses, based on anticipated reimbursement of 15¢ per student period of attendance; $390,000 for terminal technical courses on the basis of 30¢ for each student period of attendance.

The bill went to the Joint Finance Committee in February, and except for a public hearing in May, received no legislative attention until November. The bill had become the victim of a balanced budget drive. When Nelson was elected, he had found a general fund deficit. He appointed a Blue Ribbon Committee to study the tax structure of Wisconsin and to make recommendations by Fall, 1959, on how to solve the deficit. He also made it clear that no new spending would be approved until the Blue Ribbon Tax Commission had reported. On November 19, the bill was recalled by the Senate from the Joint Finance Committee. An amendment offered by Senator Laun, the State Board member, provided that the date of the appropriation be postponed until June 1, 1960, instead of July 1, 1959. The bill was passed in the Senate as amended.

It was sent to the Assembly and referred to the Joint Finance Committee which decided to hold the bill till the Blue Ribbon Tax Committee reported. (The Finance Committee was Democratically-controlled and thus supportive of the Governor's wish to wait for the report.)

After the Blue Ribbon Tax Committee reported, the Assembly amended the bill to further delay the effective date of the appropriation from July 1, 1960, until July 1, 1961, to keep the biennial budget balanced. The Senate approved the bill as amended and on July 7, 1960, Governor Nelson signed the bill which was published as Chapter 696, Laws of 1959.

Figure VIII

ENROLLMENT IN VOCATIONAL OBJECTIVE PROGRAMS, FEBRUARY, 1959 HALF TO FULL-TIME STUDENTS 18 YEARS OR OLDER[10]

Program	Enrollment
Construction and Construction Technology	302
Electrical and Electrical Technology	418
Engineering and Technology	284
Graphic Arts	187
Practical Nursing	449
Metals and Metals Technology	520
Service and Service Technology	622
Textile and Textile Technology	32
Total Trade and Industrial Education	2,814
Business Education, Distributive Education, General Education, Agricultural Technology	2,453
Grand Total	5,267

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[10] Spinti, op. cit., p. 275.

AGRICULTURE IN THE 1950's

During the 1950's, vocational agriculture enrollments leveled off. The huge enrollment growth experienced after World War II had declined by the end of the decade. Enrollments in the veterans on-the-farm training were dropping because there were fewer veterans. As veterans completed their training, the program lost 200-300 enrollees per month. By 1954, only 1489 veterans were enrolled. This increased as veterans of the Korean War became eligible. By 1956, 2200 Korean veterans were in on-the-farm training. By the end of the decade, 3442 were enrolled.[11]

Vocational agriculture enrollments declined after the State Board established program standards and evaluation guidelines in 1956. Thirteen schools unable to comply lost their programs.

BUSINESS EDUCATION IN THE 1950's

The State Board of Vocational and Adult Education approved minimum standards for business education in 1956.

DISTRIBUTION IN THE 1950's

During the decade of the 1950's, the State Board developed a number of course outlines for Distribution classes. Included were: Bakery Route Selling; Business Law; Merchandise Mathematics; Advertising; and Service Station Selling. One course entitled "Brainstorming Sales Problems" had as its stated objective, "To adapt to *selling* the principles and procedures of creative thinking and brainstorming."

HEALTH OCCUPATIONS IN THE 1950's

The Practical Nursing programs begun in the late 1940's continued to grow. By the mid 1950's, Practical Nurse programs were in operation in Milwaukee, Kenosha, Neenah, Menasha, and Superior. Programs in Fond du Lac and Green Bay were added in 1958 with federal funds.

HOME ECONOMICS IN THE 1950's

Adult home economics programs were conducted in all 63 vocational schools. Program growth was stimulated by passage of the federal George-Barden Act in 1946. In 1951, the Madison Vocational Board received $5000 of those federal funds to purchase equipment to begin a Hotel and Restaurant Cookery Program. The Wisconsin Restaurant Association had requested the program.

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[11] Floyd J. Doering, A HISTORY OF VOCATIONAL AGRICULTURE IN WISCONSIN, 1900-1976 (Madison: Wisconsin Department of Public Instruction, 1976), p. 58.

TRADE AND INDUSTRIAL EDUCATION IN THE 1950's

The most significant programmatic development of the 1950's was the growth of technical programs. A need had existed for some time for a program more academically demanding than traditional vocation programs which would prepare paraprofessionals in engineering. Such technical graduates were needed to support and extend the efforts of professional personnel. In 1949, the University Cooperating Committee of the Wisconsin Society of Professional Engineers recommended that technical graduates should be prepared in technical institutes organized and administered by the Wisconsin Board of Vocational and Adult Education. The Committee also recommended a maximum of two years for technical programs. (Previously courses of a vocational-technical nature had been offered in all vocational schools. The programs, however, did not confer degrees.)

In the mid 50's the U.S. Office of Education required that any program funded with federal monies meet certain requirements for facilities, equipment, and length of class periods.

By 1956, standards had been established by the State Board for evaluating technical programs. Those standards set the pattern for post-secondary technical programs which were to follow. Shortly afterwards, technical programs in Electronics, Automotive Technology and Mechanical Technology were approved by the Board.

In 1957, the State Board received an appropriation from the Legislature to supervise and conduct classes in firefighting, fire protection and prevention. In so doing, the Legislature gave the vocational-technical system the responsibility for training members of volunteer and paid fire departments throughout the State.

In 1948, 10% of the federal funds available under the George-Barden Act were set aside for the purchase of equipment. As a result, Janesville was able to equip and offer an F.A.A.-approved program in Aviation Mechanics in 1953.

CHAPTER VI

THE 1960's

THE CCHE

The Coordinating Committee (called Council by 1967 law) for Higher Education included the President plus four University of Wisconsin Regents, the President plus four State University Regents, the State Superintendent of Public Instruction, and four members-at-large. Even though the transfer of Stout had been carried out under the CCHE, the State Board realized that it could be of great assistance to the vocational-technical system. When the CCHE was first organized in 1955, Governor Kohler had not considered vocational education as part of higher education. By 1960, however, there were many who were beginning to think that it was.

The Co-Director of the CCHE staff from 1956-63 was Ira Baldwin. Baldwin, who was also a University of Wisconsin Vice President, had worked with Hambrecht and Greiber to coordinate teacher training for agriculture. The CCHE had studied vocational education in 1957-58 and subsequently recommended higher state support. They based their recommendation on the fact that so many vocational programs clearly had significance for the entire State, such as the aircraft mechanic program offered only at Janesville.

Especially as vocational enrollments grew, Baldwin felt the State Board should be represented. Greiber and the Board agreed. After the loss of Stout, the Board wanted to have some regular interaction with the CCHE to ensure a stable supply of vocational education instructors.[1] Greiber was designated as the informal liaison with the joint staff to the Coordinating Committee.

Governor Gaylord Nelson was interested in seeing the State Board as an official member of the Coordinating Committee. The President of the University of Wisconsin and the Director of the State Colleges also wanted the Board on the Coordinating Committee so that there would be a formal means for resolving conflicts. In July, 1960, with all parties seeming to be in agreement, the Board wrote to the CCHE indicating its willingness to have representation.

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[1] Joseph H. McGivney, "Politics of Vocational Education in Wisconsin, 1909-1967" (Unpublished Doctor's dissertation, University of Wisconsin, 1967), pp. 163-164.

Labor reacted negatively to the plan. George Haberman, President of the State AFL-CIO, and other labor leaders feared that vocational education would be diluted or lost if it joined the Committee. George Parkinson, Director of the Milwaukee Vocational and Adult School, was also opposed and got a number of other directors to line up behind him. In view of the opposition of labor and some of the influential directors, the State Board wrote another letter indicating that the Board did not wish to have representation. The letter proposed, instead, a Joint Conference Committee of the president and two members of the State Board and the chairperson and two members of the CCHE.

The CCHE essentially ignored the letter and completed Working Paper #25 fleshing out the original plan for Board membership. The Board again expressed its desire not to be on the CCHE, but to be on the Joint Conference Committee it had proposed. In the meantime, Governor Nelson was pressuring Greiber to get coordinated with the Committee. Yet with the opposition of labor and the local directors, Greiber was clearly in the middle.

On March 6, 1961, the State Board appointed a three-person liaison committee. The CCHE did the same. The liaison committee was to attempt to win over the opposition to the State Board's membership. Baldwin visited local directors to assuage their fears about the CCHE. Greiber tried to convince the directors that membership would enhance the system. Both Baldwin and Greiber approached labor leader Jake Friedrick, appointed to the University of Wisconsin Board of Regents in 1959. They apparently were able to convince him that labor's interests could be served with the proposed membership arrangement.

Baldwin was also able to convince his own members of the liaison committee that equal representation for the Board was appropriate and necessary to ensure their acceptance of membership.[2]

The liaison committee reported to the Coordinating Committee in June, 1962, that the State Board would accept membership under conditions that:

1) The Vocational Board and system have responsibility for developing of all post high school vocational-technical programs

2) The State Board have a number of representatives equal to the University of Wisconsin and state colleges.[3]

The CCHE agreed to these conditions and legislation was drafted for the 1963 session.

During the two years that the liaison committee had been trying to work out a plan for State Board membership, the county colleges were working on their own plan. With the growth of the state colleges, the county colleges were declining rapidly. It was clear that eventually they would be phased out. In an attempt to rescue themselves from extinction, they proposed a system of junior colleges. The movement did not have the support of the CCHE. The Committee felt that the Vocational and Adult Education system and the University of Wisconsin Extension were already meeting the needs that a junior college might fill. As part of their effort, the county colleges attempted to get more members on the CCHE.

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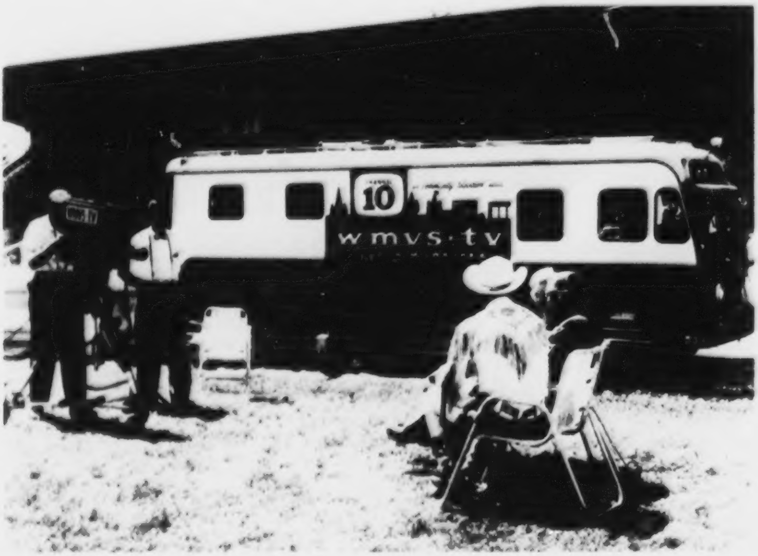
[2] Ibid., p. 168.

[3] Ibid., p. 169.



The mobile unit of WMVS-TV, the community station of the Milwaukee Vocational and Adult school, was first used during the 1961 State Fair. Roy Rogers and Dale Evans are shown being interviewed. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37529.)

Bill 9A was introduced by the Legislative Council on January 15, 1963. Almost a year would pass before it would be signed by the Governor. The efforts of county colleges had raised their Coordinating Committee representation to two. The bill was signed by Governor John Reynolds on December 9, 1963, and became Chapter 415, Laws of 1963.

The 19 members of the new CCHE were: The President and three members of the University of Wisconsin Regents; the President and three members of the State College Regents; the President and three members of the State Board of Vocational, Technical and Adult Education; four citizens; the State Superintendent of Public Instruction; and two members of county college boards. The Committee subsequently reviewed the separate budgets of all the agencies (except for VTAE budget items unrelated to post-high school transfer and technical programs) and combined them into a single consolidated biennial budget for the Governor.

It was felt by many that securing membership on the CCHE was one of the most important actions ever taken by the State Board. It was an official expression that vocational-technical education was not an *alternative* to higher education, but *was* higher education.

GREASED AGENDAS

By the end of the 50's, the power in the system had shifted away from the directors to State Director Clarence Greiber. The Directors' Association had lost the vice-like grip on policy it had held during the prior three decades. Greiber had additional state aid to distribute and the power to approve and evaluate local programs. In that time period of what Craven calls, "greased agendas," the State Board usually went along with his wishes.[4]

FEDERAL LEGISLATION IN THE 1960's

Three federal bills to encourage vocational training of unemployed people were passed in the 1960's. The first two were the Area Redevelopment Act, 1961, and the Manpower Development and Training Act, 1962. The latter benefitted primarily the northern part of the state in starting programs in Stenography, Machine Operation, Power Sewing, and Nurses Aide for the unemployed and underemployed.

Because of these federal programs, the State Board had to modify its 1937 "vestibule" policy restricting initial training of operatives for newly located industries where the training was strictly manipulative. The restrictions were removed only for training programs certified by the Wisconsin State Employment Service as having immediate job openings.

The Board had decided to target the limited funds from the two federal bills to the hard core unemployed. A 1966 report showed that 4,513 completed training at an average cost of $775.00 per trainee excluding individual subsidies; 77.8% were placed in full-time permanent employment.[5]

The third and most comprehensive federal vocational legislation was the Vocational Education Act which was passed in 1963 (PL 95-40). In Wisconsin, it had the greatest effect on the development of programs in business and distributive education because they were only minimally addressed in earlier federal legislation. Funds from the Smith-Hughes Act and George-Barden Act continued to be appropriated.

The most obvious effect of the VEA was the stimulation of the building of new facilities. For the first time, federal funds were available for construction. Eau Claire, Kenosha, and Wausau were the first to build new facilities using the federal funds. The facilities were badly needed to meet the mounting demand for vocational-technical education. At least 2,300 students were turned away in 1964 because of the lack of adequate teaching facilities. The actual number desiring training was probably higher. As one director at the time suggested, "Once word gets around that school is full, other would-be students don't bother to apply."[6] The new institutions at Eau Claire, Kenosha, and Wausau served as models for the rest of the state. However, it became apparent that facilities like those were not feasible for most vocational-technical schools because most did not have a sufficient tax base to justify or even maintain the modern shops, laboratories, and other facilities.

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[4] Eugene Craven, "The Directors' Association and the Politics of Vocational Education in Wisconsin, 1943-1967" (Unpublished Master's dissertation, University of Wisconsin, 1967), p. 99.

[5] Robert J. Spinti, "The Development of Trade and Industrial Education in Wisconsin" (Unpublished Doctor's dissertation, University of Missouri, 1968), p. 287.

[6] THE MILWAUKEE JOURNAL LOOKS AT TECHNICAL EDUCATION (Madison: Wisconsin Board of Vocational, Technical and Adult Education, 1965), [n.p.].

Cecil W. Beede, District One Director from 1963 to 1974, points out that the new facilities had a salutary effect on the movement to divide the state into districts which—at that time—was just around the corner.

"My own experience in Eau Claire was that the major schools of the State visited the Eau Claire School, as I know they did the Kenosha School, and became very enthused about going back to their own areas and promoting technical institute building for their area. Eighty high schools of the Eau Claire area visited our facility. All of the county chairmen whose districts were to be served by Eau Claire toured the school and discussed the district possibilities. When it came time to move on the district plan, District One did not have one negative vote."

The District One facility in Eau Claire was one of the first built with federal funds in the 60's. This overpass joining campus buildings was completed in 1978.

AREA REDISTRICTING

The most significant state legislation since 1911 was passed in 1965. Through the 50's and into the 60's, local vocational and adult schools had faced a struggle in trying to provide occupational training with only a municipal tax base to draw upon. Early in the 60's, the Directors' Association had gone on record unanimously endorsing the concept of area, rather than city districts. Privately the small schools were opposed, but could exert no influence due to increased state control through funding and program approval prerogatives. The State had been legislatively inching towards area consolidation. In 1964, Chapter 414 enabled county boards to form VTAE districts. That year, five districts in the Fox River Valley were interested in forming a VTAE district. Their interest resulted in

Chapter 418, which enabled two or more contiguous school districts to form a VTAE district.

In 1959, the State Board staff had proposed district organization on the basis of the ten Congressional Districts. (Congressional Districts, of course, are based on population.) But disagreements among the staff and among the directors as to the configuration caused continual changes and alterations in the proposal. (Eventually it would be left to an inter-agency committee designated by the governor to come up with a district design.)

Due to the opposition of the smaller schools, Greiber had not included mandatory redistricting as part of the 1965-67 budget bill. He preferred to leave the door open for voluntary area redistricting. He planned to use state fiscal resources to aid districts offering occupational preparation programs.

Redistricting legislation came from outside the vocational-technical system. David Martin, a Republican Assemblyman from Neenah-Menasha, was the legislator responsible for it. Martin was interested because his father had been a general science teacher at the Appleton Vocational School. Martin asked for and received permission from Governor Knowles to develop a plan of action for vocational education.

Martin asked Greiber to prepare a mandatory redistricting bill which was to be confidential at first. Seven drafts later, Greiber explained proposed Assembly Bill 501 to the Directors' Association. There was no open oppostion and all agreed that 1970 was a reasonable implementation date. The provisions for redistricting were quite general—a district could be formed from any contiguous combination of counties, municipalities, or school districts operating high schools. By sidestepping the CCHE and working directly with the State Board, Knowles was showing his displeasure with the CCHE. He had not been happy with the Committee's planning efforts. He was flooded with requests from all over the State for branch campuses and had no master plan to which to refer. Knowles felt the Committee was composed of too many institution heads who represented their own agencies and not the interests of higher education. When the CCHE found out about the confidential bill being drafted for redistricting, the Committee felt that Greiber had double-crossed them. In May of the previous year, the CCHE staff had presented a redistricting proposal, but had dropped it because Greiber and the State Board had not supported it.

The Committee realized it was being attacked by the Governor and introduced its own redistricting bill, 220S, in parts identical to Greiber's, but with some important differences: Bill 220S would have:

1) created a system of community and technical education institutions

2) provided state support of construction through dummy building corporations

3) created a State Board appointed by the Governor without appointees from labor, management, and agriculture

4) discarded requirements of local district boards to have appointees from labor, management, and agriculture.

The CCHE was essentially proposing a community college system. The same month, March, 1965, bill 501A drafted by the State Board for Martin was introduced and quickly overshadowed 220S.

Martin's redistricting bill, 501A, not only had the support of the Governor, but of both parties as well. Big Democrats like Obey, Nikolay, and Molinaro worked hard for the passage of the Republican bill with Martin, Steiger, Heinzen, and Pommerening.

There was bipartisan support to strike the word "community" from the bill to dispel any confusion with a community college system. Bipartisan support existed also for the separate board for VTAE.

Several amendments were offered primarily from rural constituencies to try to reduce the potential tax liability. For example, one amendment would have required approval of all government units in a district before the tax could be levied. All were rejected by the Assembly Committee on Education.

Lobbying against mandatory redistricting continued. Local school superintendents were against it. They feared that taxation up to the full 2 mill levy would erode the tax base. (Few districts actually ever reached the 2 mill limit.) The Wisconsin Association of School Boards wanted local school boards to have the prerogative of appointing the vocational boards, as WASB explained, to keep up a working dialogue.[7]

July 22, 1965, saw frantic activity in the Assembly around 501A. By the time it was passed, it included two amendments. Amendment 10A was a so-called anti community college amendment—that no collegiate transfer program could be offered in a vocational-technical or adult school in any town, city, or village where there was an existing institution of higher learning unless the city had a population of 150,000 or more. The other Amendment 12A was that local boards would charge resident tuition at 20% of the instructional cost for state-wide full-time collegiate transfer courses approved by the Board.

The Senate added Amendment 4S to the redistricting bill that stipulated that compulsory students, ages 16-18, could be referred to vocational schools if one existed in the city of residence.

On September 10, 1965, Governor Knowles signed the bill as amended and it became Chapter 292, Laws of 1965. By 1970, everyone in Wisconsin would have to be in a Vocational, Technical and Adult Education District.

Also in September, a bill to reorganize the CCHE which had been initiated by the Governor was passed. It reduced the number of members to 17 and included 9 citizen members rather that 4. When the State Board met later in September, its representation on the Board had been reduced from four to two members. The State Board President would be an ex officio member and the Board was to elect another representative.

1965 ELECTION OF STATE BOARD OFFICERS

In 1965, Philip Lerman was elected President of the State Board. Joseph Noll was elected Vice-President.

It was an unlikely combination. Lerman, an employer member, was a liberal Democrat with close ties to the labor movement. He personally believed in the concept of community colleges. Noll, an employer member, described himself as a fiscal conservative with close ties to the Republicans and the Manufacturers Association. These two men were referred to by contemporary Democrats as "the dynamic duo." It was said, "When these two guys can agree on vocational education policy, they can take on anybody else and 'beat' them."[8] Lerman and Noll were to be the most pivotal figures in the redistricting effort. The stage was set for the Board to be much more active in policy matters.

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[7] Craven, op. cit., pp. 85-86.

IMPLEMENTATION OF REDISTRICTING

Shortly after the legislation passed, Governor Knowles called together the CCHE, the State Board, and the Resource Development Department to discuss plans. That move represented early intervention by the Governor, because the bill had called for the plan to be worked out by the State Board and the CCHE. However, the State Board and the directors had been debating the best configuration for years and had been unable to come up with a plan acceptable to all the vocational interests. So the Joint Committee was given the job of coming up with a districting plan. The group, led by Knowles, decided on a Joint Area Development Committee with Richard Whinfield, Assistant Director of the State Board; Fred Heistand, of the Department of Administration; and Walter McCanna of the CCHE.

At the same time, the Governor asked the State Board to set up an advisory committee representative of a broader population. The advisory committee set up by the Board initially included five board members, including Lerman and Noll. It also had three public members, one representative of state colleges, and one University of Wisconsin representative.

The Area Development Committee was being pressured by Governor Knowles to develop community colleges. He wanted the newly reconstituted CCHE to approve the "Kohler Resolution," that "duo track" institutions of higher education offering joint programs of post-high school technical training and transfer programs in liberal arts be the primary design for the new two-year public institutions in the state.[9] The Resolution almost passed the Knowles-controlled CCHE. Its failure to pass was credited to DeBardelaben, a UW Regent, and Angus Rothwell. Rothwell had just been appointed as the new executive officer to the CCHE. He and DeBardelaben felt that the quick shift in policy needed more study and would be unfair to Rothwell in his new position.[10]

The ADC proposed to the advisory committee of the State Board that districts should be formed where there were:

1) 3,800 high school graduates annually.

2) a minimum equalized valuation of at least $269,700,000.

3) no points in the district beyond a 50-mile radius of the school site.

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[8] McGivney, op. cit., p. 233.

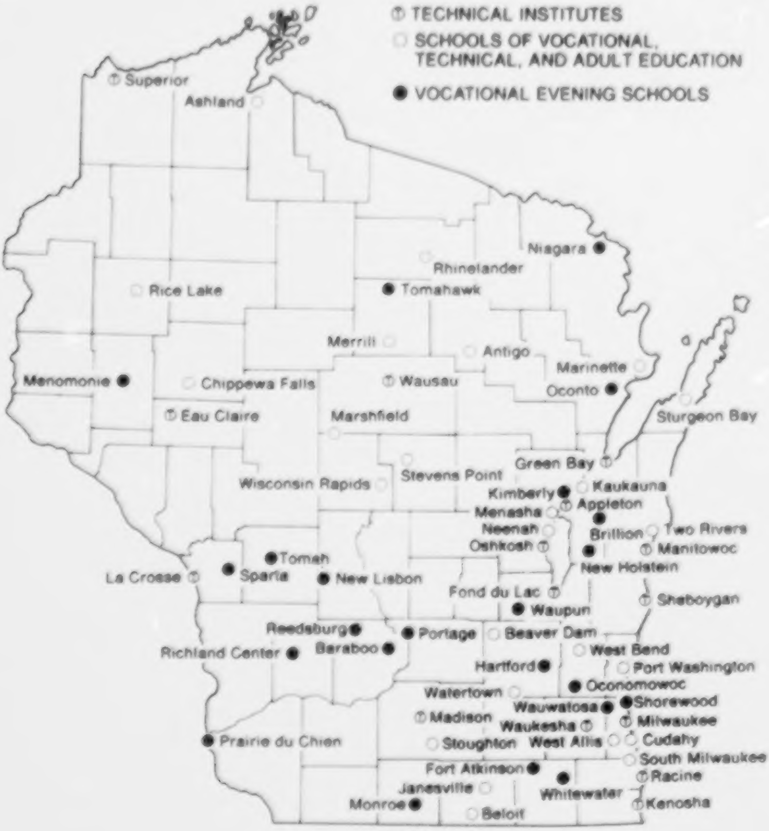
[9] Ibid., pp. 222-223.

[10] Ibid.

Figure IX

WISCONSIN SCHOOLS OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION, 1966[11]

In 1961, the Legislature required the State Board to classify all the schools under its jurisdiction as either schools of Vocational, Technical and Adult Education or as Vocational Evening Schools. Figure IX also indicates schools with technical programs.



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[11] Spinti, op. cit., p. 304.

After revision, a new plan was accepted by the advisory committee which called for districts where there were:

1) 3,000 high school students.

2) a potential for 780 full-time equivalent students in vocational-technical programs.

3) a minimum population of 185,000.

4) an equalized valuation of at least $450,000,000.

5) ability to provide adequate facilities.

With that plan, the number of districts was to be 15. The advisory committee approved the revised criteria, and the State Board adopted it in May, 1966. It was adopted in June by the CCHE.

Assemblyman Martin objected strongly to the 15-district plan stressing that the Legislature's intent had been 20 districts. Steiger also objected to the 15-district plan. Obey, of the Education Committee on the Legislative Council, was also concerned that in actuality, it was community colleges that were being planned. Obey put this question to Lerman and Noll who answered that the 15-district plan was only tentative, that they would hold hearings in 20 parts of the state, and that they were not interested in community colleges. Their contention was that quality vocational-technical programs would require some general education. In August, September, and October of 1966, hearings were held in 14 locations throughout the state chaired by either Lerman or Noll.

The hearings produced some changes in boundaries, but the 15-district plan was retained. In November, the State Board approved the plan, and in December the CCHE did the same. In December, 1966, the Education Committee of the Legislative Council approved the 15-district plan and resolved that there would be no further consideration of dual track programs at Wisconsin Rapids or Rice Lake. The Committee recommended a strong satellite vocational-technical education institution at Rhinelander with collegiate courses taught by contract with the Wisconsin State University, Stevens Point or the Marathon County University Center.

By 1970, the 15 districts approved in 1966 had grown to 18. The changes took place primarily in the Eau Claire, Racine, and Kenosha Districts.

Originally, District One, which had its primary facility in Eau Claire, included almost the entire northwest portion of the State. Local citizen groups requested that the large district be subdivided into Districts 1, 17, and 18. The change was approved in 1967 by the State Board and the Legislative Council Education Committee.

However, the District 18 local board was not able to unify itself fiscally, geographically or programmatically. Both Districts 17 and 18 had found that they were too small to really provide technical education.

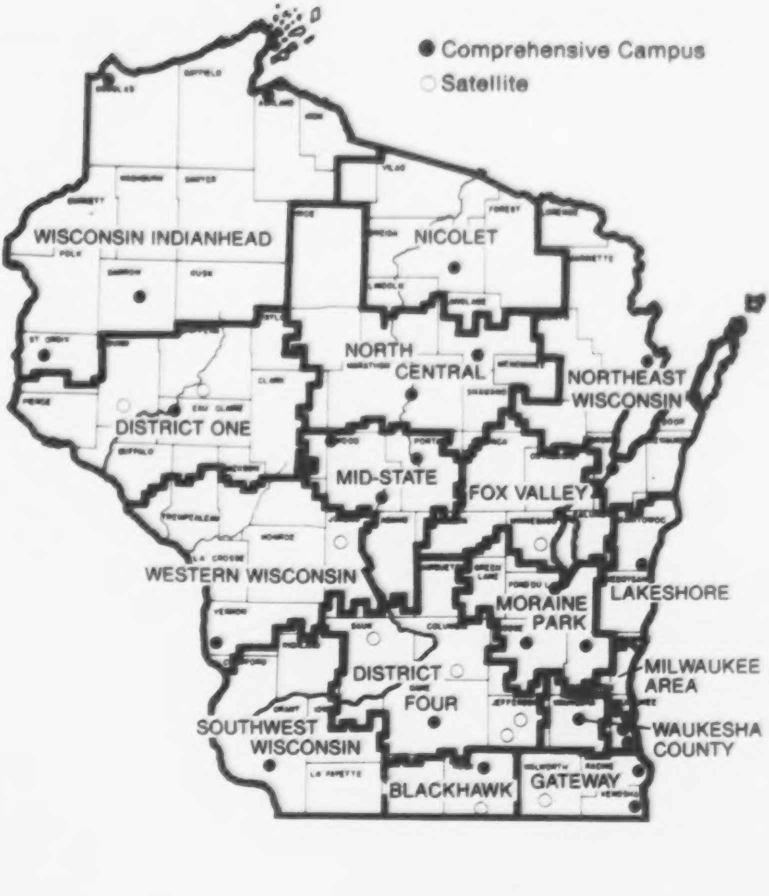
A petition from Pierce County of District 18 to join District One was granted and the remainder of District 18 was placed under the stewardship of the State Board. In 1971, both Districts 17 and 18 were abolished by the State Board and a new District, Indianhead, was formed.

District 7, Racine, and District 6, Kenosha, were merged in 1971 for quite different reasons. Racine purchased a former UW-Extension building situated on Lake Michigan as its primary facility. Those in District 7 west of Interstate 94 were extremely unhappy with the choice. It meant driving through the city to reach the facility, further away than the facility at Kenosha, which was out of their district. The State Board took the opportunity to merge the two districts. They had originally been planned as one district by the Board, since the two cities were barely 10 miles apart. However, a historical rivalry between the two urban areas and the objection, particularly of Racine, had prevented one consolidated district earlier. The merger of Racine and Kenosha meant a greatly expanded financial base and more options for students in the new district. By the end of 1971, the sixteen VTAE districts shown in Figure X were established.

The decade of the 1960's saw tremendous growth in the number and variety of health occupations programs. Practical Nursing students from Moraine Park Technical Institute in Fond du Lac are shown as they practiced using a Hoyer lift to move patients.

Figure X

WISCONSIN'S VOCATIONAL, TECHNICAL AND ADULT EDUCATION DISTRICTS AND FULL-TIME CAMPUSES, 1981



PROGRAMS DURING THE 1960's

It was during the decade of the 1960's that Wisconsin's vocational-technical system transformed into the post-secondary system we know today. Modern facilities built partly with federal funds meant that a greater number and variety of programs could be offered. The growth during the 50's particularly of technical programs provided a basis for further growth. In 1965, Adult Basic Education became available with initiative from the Federal Economic Opportunity Act of 1964. Most importantly, Chapter 51, Laws of 1961, authorized the Board of Vocational and Adult Education to offer Associate Degrees for two-year technical courses.

This law was important because it affirmed that the vocational-technical system offered quality education worthy of a post-secondary degree. (The law had passed with the full support of the Coordinating Committee For Higher Education.) In recognition of its new privilege and responsibility, the Board was renamed the Wisconsin Board of Vocational, Technical and Adult Education. The ability to grant Associate Degrees influenced all five program areas supervised by the State Board.

AGRICULTURE IN THE 1960's

Two noteworthy events occurred during the 60's relative to agriculture. In 1967-68, the responsibility for high school vocational agriculture programs was transferred to the Department of Public Instruction. The State Board retained responsibility for young adult farmer programs.

Enrollments in both high school and post-secondary vocational agriculture programs slowly declined until the mid 60's. One reason was the lack of participation by girls. Girls were barred from participation in Future Farmers of America. In 1965, only 40 girls were enrolled in vocational agriculture.

Another factor that discouraged enrollment was the offering of only production agriculture during a time when the number of family farms was decreasing and when potential young farmers were going on to post-secondary education or the War in Vietnam.

The second event was the introduction of Agribusiness. With the help of funds from the Vocational Education Act of 1963, new programs were developed in Agribusiness. The first agribusiness program was offered at Oshkosh—a two-year program in Conservation. (Agribusiness encompasses the non-production aspects of farming such as feeds, seeds, fertilizers, farm machinery parts and sales, food processing, etc.)

In an additional effort to get away from strictly production agriculture, pilot programs were initiated in 1968 in nine high schools in areas such as horticulture, agriculture metals fabrication, meat processing, feed mill operations, agriculture supply, sales, and service.

At the request of the Wisconsin Florists' Association, the State Board approved a one-year Horticulture program.

HEALTH OCCUPATIONS IN THE 1960's

Prior to the 1960's, nursing programs had been funded and supervised by Trade and Industrial Education. The Vocational Education Act of 1963 made federal funds available for the first time specifically for health occupations. The availability of federal funds immediately expanded health offerings.

In the early 1960's, there were nine programs in health occupations education offered in the State, seven in Practical Nursing and two in Medical Assisting. By the end of that decade, there were 40 programs of 12 different types with enrollment increasing from 760 in 1965 to 3,639 in 1969. A program in Technical Nursing was approved in 1964.

At the urgings of the State Dental and Medical Societies, the State Board approved one-year programs for Dental and Medical Assistants in 1964. Soon after, programs for Occupational Therapy Assistants, Respiratory Therapists, Optometric Assistants, Ward Clerks, Operating Room Assistants, and Dental Lab Technicians were approved.

During 1965-66, Nursing Assistant programs were conducted in 36 communities. Five of these were operated under the federal Manpower Development and Training Act or Area Redevelopment Act. The State Board also began offering continuing education classes during the 60's—medical classes and refresher courses for dental assistants.

One of the challenges for State Board health supervisors during the 60's was recruitment and retaining of teachers and maintaining adequate clinical facilities for the Practical Nurse program.

HOME ECONOMICS IN THE 1960's

As was the case with agriculture, supervisory responsibility for high school home economics programs was transferred to the Department of Public Instruction in 1967. The WBVTAE retained authority for adult and full-time post-secondary programs.

With the passage of the 1963 Vocational Act, home economics was given the responsibility for developing occupational programs in the areas related to home economics: Food Management Production and Services; Clothing Management Production and Services; Child Care and Development; Home Furnishings and Interior Design; and Institutional/Home Management Production and Services. The supervision and development of Cosmetology programs also became the responsibility of home economics personnel. At that time, there was one program in Cosmetology. By 1975, there were seven approved programs.

Comprehensive VTAE districts were first designated in 1965 and home economics was included in all eight of the them. ("Comprehensive District" was a designation of quality which was awarded following satisfactory all-school evaluations led by the State Board.) Each district offered courses for adults in foods and nutrition, clothing and textiles, consumer education, child development, parent education, and family relationships. These course were primarily for homemakers.

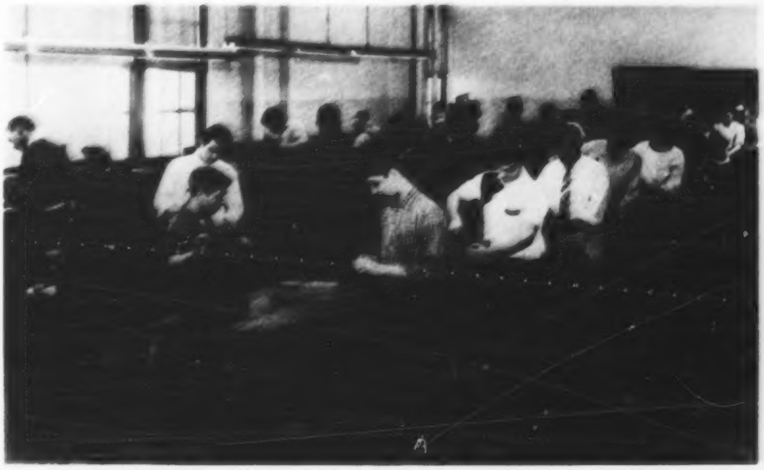
Between 1966 and 1970, additional programs were developed in Food Management Production and Services. New programs were developed in Child Care and Development, Clothing and Textiles Services. The first Associate Degree program in Interior Design was also approved.

With the passage of the 1968 federal Vocational Education Act Amendments, consumer education was given special emphasis through categorical funding. These special funds were used to further develop home economics programs.

TRADE AND INDUSTRIAL EDUCATION IN THE 1960's

Technical programs continued to gain enrollments. Enrollees in trade and industrial education accounted for 32% of the total vocational school program enrollment of 186,665 in 1966-67.[12] Examples of two-year technical programs approved by the Board in the 1960's include Mechanical Production Technology, Industrial Electronics, Law Enforcement, Fluid Power Maintenance, Architectural Design, Civil Technology, Computer Science and many others.

Apprentice programs enrolled 6,097 that same year.[13] The largest enrollments were in barbering, bricklaying, carpentry, cosmetology, electrical work, machine tool, painting and decorating, plumbing, sheet metal, steam fitting, and tool and die-making. An additional 39 apprentice programs received instruction from a technical institute.[14]



Original caption read, "Milwaukee Vocational and Adult School students at work on projects in the shoe rebuilding class. This is the only school in the Middle West that conducts a program in shoe rebuilding." 1961. (Photo courtesy of State Historical Society of Wisconsin, WHi(X3)37531.)

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[12] Ibid., p. 311.

[13] Ibid., p. 317.

[14] Ibid., pp. 314, 316

Trade extension classes were provided to update those already employed in the latest techniques and equipment. Trade extension classes were offered to 15,140 workers in 1966-67 primarily in appliance servicing, automotive repair, barbering and cosmetology, building trades, food preparation, foundry, heating, metal trades, painting and decorating, and plumbing.[15]

KELLETT EDUCATION COMMISSION

In 1970, the Governor's Commission on Education which had been created by Governor Knowles in 1969 made its report. Headed by William Kellett, retired executive from Kimberly-Clark Corporation, the Commission looked at the entire educational structure in the State and recommended the creation of a State Education Board to oversee all education boards. With regard to vocational education, it recommended a Board of Regents for Technical Colleges and the creation of a system of state-financed technical colleges that would retain the functions and programs of the vocational-technical schools and "expand opportunities for general studies relevant to career preparation." With a new administration commencing in 1971, the report received little consideration.

The Telephone Service Repair program at Wisconsin Indianhead Technical Institute developed from short-term MDTA and CETA programs of the late 1960's and 1970's. It is one of only a handful in the country and the only program of its kind in Wisconsin. It won the U.S. Office of Education's Outstanding Program Award in 1983.

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[15] Ibid., p. 312.

CHAPTER VII

THE 1970's

MAKING THE DISTRICTS WORK

The challenge of Vocational, Technical and Adult Education for the 1970's was making the new districts workable. In 1971, Eugene Lehrmann was appointed State Director. Formerly a vocational agriculture instructor and Director of Kenosha's vocational school, he had served as Assistant State Director since 1967. (Also in 1971, the Presidency of the Wisconsin VTAE Board was assumed by Joe Noll.)

Lehrmann saw that one of the biggest challenges of redistricting would be, "How to do what we said we would do—deliver vocational-technical education to everyone in the new districts." For the first time, all taxpayers, whether rural, suburban, or urban, saw an assessment for vocational education on the property tax bill. The rural groups were immediately interested in what services they could expect to receive for their tax contribution. In its entire history, the vocational system had needed to be concerned only with city districts. But districting dramatically changed the number and scope of potential students to be served. To help accomplish the greatly-augmented task, the State Board of VTAE, in 1967, requested and received a staff position for Field Services. Each district was to have a field services counterpart. The ensuing outreach efforts of the districts were to meet with overwhelming success. Another challenge would be distributing vocational programs by geographic location. The newly formed districts were anxious to initiate new programs, yet it was the responsibility of the Wisconsin Board of VTAE to be sure that high cost programs were distributed so that all parts of the State would have equitable access to them. The Wisconsin Board aggressively disapproved programs that it felt were either not needed or that were proposed in geographic locations not advantageous to the rest of the State. In 1971, the Board disapproved 16 Associate Degree (technical) programs, 11 one-year Vocational programs, 1 two-year program, and 6 programs of less than one year.

Eugene Lehrmann assumed the position of State Director at a time when the State Board was extremely influential. During the prior five years, the balance of power had shifted from the Director to the Board. Under Philip Lerman and Joseph Noll, the Board had become actively involved in legislation and, to some extent, administrative matters. Lerhmann would say upon retiring that an "equilibrium of shared authority had been achieved between the State Board and the State Director." Lehrmann was under constant pressure to direct the momentum of the dynamic Board so that services would be delivered throughout the State but with minimal erosion to local autonomy.

The 70's saw some major changes. First, there was unprecedented growth in enrollments. Between 1971-72 and 1976-77, total enrollments rose from 278,794 to 368,844. That reflected a 32.3% increase in just five years.[1] In 1975, for the first time, students in VTAE institutions paid tuition. According to one observer,[2] student tuition was charged to show the state budget in the black and that during his incumbency, Governor Patrick Lucey shifted as many costs off GPR and onto municipalities or individuals as possible. As was the case in other higher education programs, students enrolled in VTAE occupational programs were eligible for state and federal financial aid.

Another major change affecting the system was the merger of the University of Wisconsin and the State University system. The Coordinating Committee for Higher Education was abolished shortly before the merger. The significance of this event for the VTAE system was two-fold. First, the mission of the VTAE system was defined by law. Institutions of Vocational, Technical and Adult Education were to provide occupational preparation programs below the baccalaureate level, including Associate Degree, as well as training of apprentices and adult education below the professional level. Secondly, the President of the Wisconsin Board of VTAE would be an ex officio member of the University of Wisconsin Board of Regents, and the President of the Board of Regents would be an ex officio member of the Wisconsin Board of VTAE. This joint representation would mean that the University System and the VTAE System would function cooperatively yet independently.

In addition to having reciprocal memberships between the State VTAE Board and the Board of Regents, three administration committees were developed to facilitate cooperation without duplication — JACCE, JACAP and JACPF — all of which are functioning today. The Committees were initiated in 1972 through the joint efforts of John C. Weaver, President of the University of Wisconsin System, and State VTAE Director Eugene Lehrmann.

JOINT ADMINISTRATION COMMITTEE ON CONTINUING EDUCATION (JACCE)

The Joint Administration Committee on Continuing Education (JACCE) has twenty members at the state level appointed respectively by the State VTAE Board Director and the President of the UW System. The JACCE clarifies issues that have implications for several regions and develops statewide policy. Functioning under the state JACCE are six regional councils with equal representation of VTAE and UW.

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[1] VOCATIONAL TECHNICAL AND ADULT EDUCATION: WISCONSIN STYLE (Madison: Wisconsin Board of Vocational, Technical and Adult Education, circa 1978), p. 7.

[2] Letter from Donald M. Brill, Assistant State Director of Vocational, Technical and Adult Education, Madison, Wisconsin, June 2, 1981.

The state committee and the regional councils provide direction to both systems by the following methods:

1) Discussing policy, issues, and problems to ensure adequate knowledge of them by faculty and administration;
2) Recommending policy to provide smooth operations without duplication;
3) Developing guidelines for efficient committee functioning;
4) Appointing special committees to investigate and develop recommendations on complex situations.[3]

Although the authority of the JACCE is limited to deliberation and recommendations to state administrators, its significance is that participation is voluntary by both systems. Before new continuing education courses may be offered through VTAE or UW-Extension, the JACCE must "sign off" on the course. This has helped avoid duplication of effort.

JOINT ADMINISTRATION COMMITTEE FOR ACADEMIC PROGRAMS (JACAP)

While the primary responsibility of JACCE is noncredit programs, the responsibility for coordinating full-time academic credit programs lies with the Joint Administration Committee for Academic Programs. JACAP reviews proposals for new academic programs for both the UW and VTAE systems. (The eight-member committee has equal representation from both systems and representatives from both the state and local level.) The review of new programs eliminates unnecessary duplication and leads to guidelines for acceptance of course credits. No new full-time programs may be implemented without review by the JACAP.

JOINT ADMINISTRATION COMMITTEE ON PHYSICAL FACILITIES (JACPF)

The Joint Administration Committee on Physical Facilities investigates ways in which resources and facilities can be shared by institutions in both systems.

Facilities represent a special kind of challenge for vocational-technical education. Not only must they meet standards for educational facilities, they must also meet industrial building and related equipment codes.

Since 1971, no new facilities construction may be undertaken without approval of the Wisconsin Board of Vocational, Technical and Adult Education. Building plans that have received recent approval are carefully examined by the Wisconsin VTAE Board's Facilities and Finance Committee to ensure that they are as energy-efficient as possible.

Since enrollments in occupational preparation programs have more than doubled in the past 10 years, expansion of facilities has been necessary for virtually all of the 16 districts. However, the trend to provide more outreach education will influence facilities of the future. While enrollments will continue to grow, more classes will be offered in outlying communities rather than at a central campus. This means that less building of new facilities will be necessary, as local buildings will be rented, leased, or purchased for classroom space. What building does continue is likely to be specialized, such as laboratories or shops.

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[3] "Cooperation In Higher Education: JACCE" (Madison: UW-VTAE Joint Administrative Committee on Continuing Education, 1977) (processed).

Like the JACCE, the authority of these two latter Joint Administration committees is limited to deliberation and recommendation to the executive officers of the VTAE and UW systems.

All three are sometimes called Joint "Administrative" Committees, although the original term was Joint "Administration" Committee.

ACCOUNTABILITY

In 1969, Madison Area Technical College received North Central accreditation for its entire program. Milwaukee Area Technical College had had North Central Association of Universities and Colleges accreditation for its junior college division since 1958.

In 1970, the North Central Association accredited Wausau — District 15 and Kenosha — District 6. By the end of the decade, all 16 VTAE districts were accredited by North Central.

In 1977, the procedure for appointing local boards was refined. The refined appointment procedure was intended to make local boards more representative of the populations within each district and to ensure participation by women and minority groups. The change reflected the system's efforts to reach those groups with services.

During the 70's, the Wisconsin Board of Vocational, Technical and Adult Education continued its attention to thorough evaluation of its own efforts and those of the 16 local institutions. Evaluation standards for programs had been developed in the 1950's and 1960's for individual programs. Although individual districts had conducted graduate follow-up studies and there had been several statewide research projects conducted on graduates, the first regular statewide followup study of the State's VTAE graduates was conducted in 1970. In 1978, the Wisconsin Board began collecting data according to the requirements of the federal Vocational Education Data System (VEDS). Now discipline reviews are conducted every five years to examine instructor quality, curriculum, equipment, and in occupational programs, most important of all, the success of graduates. Each year an accountability report is prepared summarizing these findings. Between state and federal reporting requirements, the system is probably the most thoroughly evaluated of all the State's educational agencies.

Closely tied to evaluation is strategic planning. Using program goals and information from each district and the recommendations of the State Advisory Council for Vocational Education, and the Wisconsin Board itself, the Board staff prepares a five-year plan for vocational education. The plan is updated yearly.

THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

The Comprehensive Employment and Training Act (CETA) was passed by Congress in 1973. The purpose of the law was to get chronically unemployed persons into the labor market. A natural partnership evolved between CETA and the State's vocational-technical institutes. Technical institutes were major providers of job training. A familiar pattern emerged in joint CETA-VTAE programs; participants received job training from technical schools and a living stipend and/or part-time employment from CETA during training.

A full-time CETA staff at the VTAE Board assisted technical institutes, other state agencies, CETA Prime Sponsors, and community-based organizations in developing joint programs. Where the need existed, entire classes were designed for CETA participants. Some class-size programs which began as CETA experiments were so successful that they became permanent full-time offerings. This was the case with Wisconsin Indianhead Technical Institute's Cable Television Installer and Advertising Salesperson programs, both of which began as CETA programs.

Title VI of CETA legislation required that every Prime Sponsor have a Private Industry Council (PIC) which functioned in an advisory capacity. Representatives from local VTAE institutions were on the PIC's since they provided the bulk of vocational-technical education services for CETA programs.

In 1979-80, over 10,446 Wisconsin people received CETA-funded services in 16 VTAE institutions. A substantial amount of the $139 million in CETA funds which came to Wisconsin from the Department of Labor that year was utilized for economic development through the VTAE system[4] (The Department of Industry, Labor, and Human Relations, the Governor's Employment and Training Office, Prime Sponsors, community-based organizations, and other agencies also received and administered CETA funds.)

SERVICES TO THE HANDICAPPED, DISADVANTAGED, AND MINORITY GROUP MEMBERS

Historically, the handicapped, disadvantaged, and minority group members had not benefitted as much as they should have from vocational-technical education. In the 1970's, as the groups became more politically active, they brought attention to this fact. The federal government responded by setting aside a percentage of the funds available through the Vocational Education Act Amendments for handicapped and disadvantaged students. In the 1976 VEA Amendments, 30% was set aside to be spent specifically on programs for handicapped and disadvantaged. These set-aside funds had to be spent for those groups if Wisconsin was to receive its full share of VEA funding. With increased federal funding and greater sensitivity of vocational educators, the system made great strides in the decade to enable these groups to have equal access to vocational opportunities.

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[4] Interview with Llewelyn Daniels, CETA Consultant, Wisconsin Board of Vocational, Technical and Adult Education, 1981.

A wide range of support services is offered for hearing impaired students at North Central Technical Institute in Wausau. Here a deaf residential design student (left) receives instructions from a teacher (center) via sign language translation from an NCTI interpreter technician (right).

HANDICAPPED

Beginning in 1921, the State Board for Vocational, Technical and Adult Education was granted exclusive responsibility for administration of federal funds to provide vocational rehabilitation and training for handicapped people disabled in World War I. Within several years, a rehabilitation bill would cover civilians as well. In 1943, rehabilitation services were extended to include the mentally retarded and mentally ill. Case workers from the State Board worked individually with handicapped clients. In 1967, this responsibility was transferred to the Division of Vocational Rehabilitation in the newly created Department of Health and Social Services. However, the State Board still continued to advocate and work toward training and employment for handicapped people. The theme that the State Board used in the 50's and 60's to encourage hiring of handicapped workers was, "Not A Gift, But A Lift."

A blind student prepares for a new career as a machinist in the Machine Tool Technics program at North Central Technical Institute in Wausau. NCTI offers a unique program in daily living skills, mobility, and orientation for persons with vision handicaps as a prelude to entering specific vocational training in any of dozens of occupational programs.

The change was made primarily because of the increasing number of handicapped people to be served and because of the realization that handicapped persons needed a range of services broader than what the State Board of VTAE could provide. While the State Board no longer worked *directly* with handicapped citizens, it did encourage, support, and allocate federal funds for programs for handicapped people in local technical institutes. The programs attempted to help people who were physically or mentally handicapped succeed in *regular* vocational programs. The services provided varied from special recruitment, tutors, learning aids, and physical adaptations to job placement assistance. Examples of special services included:

1) Special counselor/advocates and academic coaches for handicapped students.

2) Special services units that provided supportive services for handicapped students—tutors, readers, braille texts, mobility classes, notetakers, lipreading and speech training, and a variety of other forms of assistance.

3) Support programs which enabled handicapped students and their families to provide emotional and psychological support to each other.

4) Special career assessment and counseling services that reduced the stereotyping of handicapped people into a traditional and restricted range of occupations.

5) Accessible facilities. Because many of the technical institutes were built in the late 60's and early 70's, they were designed with much more insight into the needs of the handicapped students than older facilities had been. The new schools included accessible entrances and special adaptations such as lowered phones and drinking fountains; elevators had braille numbers; and the restrooms were wheelchair accessible. The architecture of the new technical institutes, in general, reflected a new consciousness of the handicapped group.

In 1979-80, a total of $2,713,506 was spent by the VTAE system for *special* programs and services for the handicapped. Of that total, $1,079,877 came from local taxes; $462,806 from state aids; and $1,170,823 from federal funds.

THE DISADVANTAGED AND MINORITIES

The State Board addressed the problem of disadvantagement because of the direct relationship between it and the lack of vocational skills. (The rate of unemployment among minorities and disadvantaged groups was two to three times the national unemployment rate.) The definition of "disadvantaged" used by the State Board was, "Persons who have academic or economic disadvantagement and who require special services, assistance, or programs in order to enable them to succeed in vocational education programs." Many disadvantaged people enrolled in Adult Basic Education and received career planning assistance from vocational-technical institutions. A number enrolled in regular programs without any special support.

To serve this group better, special projects were undertaken by individual vocational-technical institutions. Examples of special services provided to disadvantaged students included:

> Vocational training to persons in correctional institutions.
>
> The many CETA training projects offered by technical institutes such as special training for Indo-Chinese refugees.
>
> Special career and job-seeking skill development programs for the hard core unemployed and for disadvantaged youth.
>
> Special consumer and homemaking programs to improve the economic level of *rural* disadvantaged groups.

In 1974, the Wisconsin Board of VTAE secured a full-time Affirmative Action Officer responsible for implementing federal civil rights legislation and legislation to eliminate sex discrimination in employment. Other VTAE efforts to reach minority group students included:

> Special programs to identify training needs and provide services to Native Americans. Efforts were made to provide as many services as possible on the reservations. (In 1979-80, over 800 Native Americans were enrolled in *full-time* programs in the VTAE system.)[5]
>
> Special programs to recruit minority staff members and students.
>
> Minority counselors who could direct minority students into occupations with optimal wage-earning potential. Those counselors helped ensure that those students not only enrolled, but also *graduated* from programs.

In 1979, a total of $9,040,989 was spent by the VTAE system for *special* programs and services for the disadvantaged. Of the total, $5,003,705 came form local taxes; $2,144,452 came from state aids; and $1,892,832 came from federal funds.

OCCUPATIONAL EQUITY

Before World War II, men and women in the United States had fairly well-defined occupational and life roles. Large families and arduous household and farm chores took up most women's adult lives. (*Poor* women have traditionally been more likely to work outside the home than middle or upper socioeconomic level women. Textile factory and domestic service work was dominated by poor women.) Longer life expectancy, a soaring divorce rate, fewer children, and inflation necessitated that *all* women be adequately prepared as wage earners.

Women who were co-wage earners or heads of their households began to look to historically male occupations that paid substantially better than traditional female occupations like secretaries, waitresses, cosmetologists, and clerks. As stereotypes about men's and women's jobs broke down, men were able to enter occupations which previously excluded them such as nursing, child care, and elementary education.

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[5] Letter from Robert G. Millard, Director, Bureau of Planning and Policy Analysis, Wisconsin Board of Vocational, Technical and Adult Education, January 5, 1981.

The U.S. Congress recognized the need to provide women with training in occupations that provided a living wage. In the Vocational Education Act of 1963, funds were identified for programs to overcome sex discrimination and sex stereotyping in vocational programs. The 1976 VEA amendments *mandated* that each state spend federal dollars for programs for displaced homemakers and other special groups.

The Act also provided funds which Wisconsin used to establish women's centers to help women adjust to the new economic realities. Fifteen out of 16 VTAE districts established such centers. The first women's center in the system opened in 1974 at Gateway Technical Institute. Their mission was to provide information, skills, and support to women entering or reentering the job market. The centers offered courses, workshops, and seminars for women; counseling; job-finding assistance; referral to other community sources of assistance; brown bag lunches; discussion groups on topics of concern ranging from single parenting to assertiveness to self-esteem to interview and application techniques.

Displaced homemakers received a great deal of attention from the VTAE women's centers during the 1970's. A displaced homemaker was a person who had been out of the labor force for at least six years. (Typically, the displaced homemaker was a woman, 35 years of age or older, who had worked in the home and raised a family. Because of divorce, death or disability of a spouse, the displaced homemaker had lost her major source of income and was forced to look for a job.) The VTAE centers helped displaced homemakers identify their abilities through testing and counseling.

Men are encouraged to make use of women's centers. Carolyn Mewhorter, Manager, WO/MEN'S Educational Bureau, Fox Valley Technical Institute, discusses options for non-traditional careers.

Women and men interested in nontraditional occupations were also served by the VTAE women's centers. Nontraditional occupations for women typically were trade, technical, industrial, agricultural, and ap-

The All-Around Butcher program was started at Southwest Wisconsin Technical Institute in Fennimore in 1971. The program provides practical training in meat processing and is the only one in Wisconsin.

prenticeship occupations. (Examples of non-traditional careers for men were clerical, elementary teaching, allied health fields, child care, etc.) Many of the districts' efforts to increase the pool of potential female apprentices included pre-apprenticeship training in basic tool technology and technical math. Although sponsoring employers (or joint apprenticeship committees in the case of electrical trades) actually selected apprentices, VTAE institutions began to play a major role in making women aware of those opportunities and providing supplemental training and support.

A characteristic the centers shared was the fact that although their target group was women, their services were available to men as well. Men entering nontraditional occupations, making mid-life career changes, or those who suddenly found themselves single parents could get the same kinds of support offered to women. For example, about 25% of the clients of the centers at Lakeshore Technical Institute and District 1 were reported to be men.

During the 1970's, the VTAE system spent increasingly more each year to reach target groups of women. A full-time Sex Equity Coordinator was employed by the State Board in 1977 to assist local districts in their efforts to reduce sex stereotyping in counseling and training and to develop services to displaced homemakers. In 1980, the system spent $615,000 on projects to promote occupational equity. Of that total, $300,000 was from the Vocational Education Act Amendments and $315,000 was state and local contributions.

While the exclusion of women from better paying occupations was a result of customs and beliefs of larger society, the VTAE system took on the responsibility of providing more equitable training opportunities for women.

Eugene Lehrmann, State Director, 1971-79

LEHRMANN: A Vignette

Eugene Lehrmann was brought up on a farm in Twin Creeks, in Northeastern Manitowoc County. His decision to become a vocational agriculture instructor was a natural enough transition. In 1938, he left Twin Creeks at 17 to attend UW-Madison. By age 21, he was teaching his first class at Stratford High School.

Lehrman said, "I liked to teach. I enjoyed working with students in the classroom, in FFA, in the supervised farming program." He recalled two of his former students who became very prosperous, one in the feed and seed business, the other in farming. "There was one student whom you could surely have classified as disadvantaged. But he worked his way into farming and has become a very successful farmer." At the time Lehrmann was teaching, the adult farm training classes were offered at the high school. He enjoyed best working with people who had their own farms. "I liked helping these people improve their farming techniques and working on farm management plans."

"In education, you don't see the gains in the short-run. You don't really see your successes till you go back to a community and someone says, 'Hey, my dad had you for a teacher.' That really is rewarding to an educator."

Lehrmann taught for four years at Stratford and another year at Colby High School before joining the Air Force in 1943. After the War, he assumed the position of Vo Ag Coordinator at the Wausau Vocational School. As he describes it, "I *backed* into administration. Until then, all my experience had been as a classroom teacher."

He credits Lawrence Hoyt, Director of the Wausau Vocational School, for helping him develop his administrative aspirations. "Lawrence Hoyt wanted people to develop themselves and to always take on more responsibility. So while I was there I had a lot of different experiences, sometimes out of necessity." Lehrmann said that with today's trend to specialization, that is something that doesn't happen much anymore. "Young administrators don't get the breadth of experiences that we had at that time."

Lehrmann became Assistant Director at the Wausau Vocational School but says "I didn't really give administration serious consideration till I'd been in teaching for 20 years." In 1958 he assumed the Directorship of the Kenosha Vocational School.

The Kenosha school was primarily a continuation school for high school dropouts, but it also housed adult programs and UW Extension courses. Lehrmann admits to having reservations about the move from a rural to an urban setting. "I didn't know what to expect, although I eventually found that there were a lot of similarities." During his tenure at Kenosha he organized a post-secondary vocational-technical program. He developed the educational specifications for and was responsible for the construction of a new $4 million facility. Under his leadership, Gateway VTAE District was organized, one of the first area districts established under the Reorganization Act of 1965.

The three years he spent in Kenosha were to later influence his Directorship. Spending a good part of his career in the classroom had limited any deep affiliations with labor or business. As Director at Kenosha, he was able to acquaint himself thoroughly with both big labor and big business. When he left Kenosha, he was Vice President of the Chamber of Commerce. He said, "Before I went to Kenosha, I didn't know what organized labor was!"

Another thread from Kenosha that he would later pick up as State Director was concern for the handicapped and disadvantaged. "Almost all the young people in the continuation school at Kenosha were disadvantaged and this certainly increased my sensitivity to their needs." He notes that although rural areas have their share of disadvantaged, it was the *concentration* of disadvantaged young people that left a profound impression on him.

In 1967 Lehrmann became Assistant Director of the Wisconsin Board of VTAE under State Director C.L. Greiber. He became State Director on January 1, 1971.

He describes his management style as *participatory*. "I tried to get input from staff, the local districts, and other interested persons and then I made my decision." He saw his method as deliberative as opposed to authoritarian. "I didn't like using coercion to get things done. On the other hand, I expected people to do the best they could in the positions they had. And once I targeted in on something, I saw it through."

The mood of the Legislature toward vocational education was positive when Lehrmann assumed the Directorship. "Enrollments were inceasing dramatically, the schools were providing programs the communities needed, and they were turning out people who got jobs." Politically he was moderate and non-partisan. "I had voted on both sides for moderate candidates, but never associated myself exclusively with either major party. I've always been a firm believer in education for all people who have a need for it. At the same time I want to see resources used wisely. And I'm concerned with too much government intervention in the lives of individuals."

Lehrmann describes his relationship with the Legislature as "open and cordial." He felt that his strong suit with the

Legislature was his credibility. "I tried never to overstate our case. I tried to be conservative. They felt I gave them the best information I could." While at Kenosha, Lehrmann had worked closely with Democrat George Molinaro, Speaker of the Assembly and Chairman of the Joint Finance Committee. This close association with Molinaro and others continued when Lehrmann became State Director.

Lehrmann characterizes the position of State Director as isolated and somewhat vulnerable. "You must be responsive to local districts as well as to your staff and you're always having to cope with input from various others sources. At the local level, the final authority is the board. Since the local board has the final say-so, you know where the limits are. But at the state level, the Board does not necessarily have the final say. At any time the Legislature can second guess or override the State Board."

One of his major goals was to keep the system as decentralized as possible. "When I took over, the vocational school directors saw me as someone who'd been in the same place as they were. I'd had the same problems of administering a district. They all saw the state getting more involved."

Local Directors looked to him to keep local autonomy as intact as possible. Ironically, Lehrmann says that when he left the position there was more state control than when he began. "After Lucey's tenure, there was more state control, not just in vocational education, but in most other areas as well." Also, the Vocational Education Act Amendments of 1976 with their stringent accountability requirements, increased state involvement in local programs According to Lehrmann:

> If the Legislature votes something and you're State Director, you must carry it out. You must remember that the Legislature tends to be a very cosmopolitan group. The decisions they make are not always in the best interests of the system as a whole. Centralization—that's something that seems to naturally evolve. But I still believe strongly in local control. I believe it's the responsibility of the local community to determine its own needs and then provide a well-rounded program.
>
> Unlike some others, I think it's possible to maintain decentralized control without necessarily depending on the property tax. The system could be financed some other way and still retain its local characteristics.

An alternative cited by Lehrmann might be funding through state income tax. "Regardless of the degree to which the Legislature finances the system, they impose whatever they want anyway, no matter what percentage they're financing."

Another goal Lehrmann pursued as State Director was to attain more well-rounded programs. This meant that in addition to Assocate Degree programs, more short-term vocational programs were needed. "This was especially important for handicapped and disadvantaged people. We needed to provide training for those people too and not just the elite." Examples of short term programs developed while he was Director include Machine Operator, Production Welding, Clerk-Typist, Nursing Assistant.

The role of the State Board staff changed under Lehrmann. "I felt the staff had a responsibility to serve in a leadership position rather than a surveillance capacity. They were to develop new ideas, to work with districts to implement new programs, and to help improve programs. While I was Director, the role did shift from surveillance to leadership. Then in a different way, it shifted back to surveillance because of the state accounting required in the 1976 federal legislation."

On the federal reporting requirements, Lehrmann stated, "Passing more laws on program auditing doesn't make people more responsible or doesn't serve people any better. In fact I think you spend less time delivering services to people you're intended to serve." Referring to categorical funding requirements he said, "It destroys creativity to a great extent and makes a farce out of the things we believe in, like local control. He adds that overall, federal involvement in Wisconsin's VTAE system was positive both in development of facilities and programs. "The federal initiative is positive up to the point where it starts trying to exercise too much control."

The single bleak period Lehrmann recalls is the time during which tuition was imposed on VTAE students:

> My concern was that rather than encouraging all people to participate, tuition *denied* some people from participating. The State Board, the local districts, and myself were unanimously opposed. It represented a shift in the thrust of the system for that time and for the future. The thrust changed from one in which it was the responsibility of the community to educate its people—because as Charles McCarthy had said, people are our greatest resources—to one in which it would be the responsibility of individuals to do it on their own. All this was coming at a time when technology was forcing more people to get more education.

In that respect Lehrmann felt the State not only failed to keep pace, but regressed in terms of public education. "If it was right to provide a free high school education in 1900, why is it not right to provide two years beyond high school in 1981 when things have advanced as much as they have?"

Lehrmann numbers among his triumphs the accreditation of all 16 VTAE districts by the North Central Association.

Also he referred to the physical plant development that took place around the state in the 1970's as, "very pleasing."

A major goal that he saw accomplished was the expansion of student organizations and activities. Though the student organizations had begun developing in the 1960's, (before that for FFA) the process had been slow. It was not till the mid-1970's that they experienced their greatest growth. "It took encouragement, energy, and support from the State as well as the districts' efforts to make student organizations a significant part of our system. And the organizations represented a *shift* from the view of vocational students being in school just to learn a skill and *that's that*—to one in which students emerged as participants in their own learning and in the life of the school and later as citizens. As an example, traditionally you didn't think of T & I [Trade and Industry] students holding conventions and electing officers, but with VICA [Vocational Industrial Clubs of America] you had it."

As this book is being written, the Legislature is examining alternatives to the historical VTAE governance, including the practice of appointing local VTAE boards. Of the appointment process, Lehrmann said, "It brings a good mixture to the decision-making process. I think you get better input from a Board being appointed. Elected boards won't necessarily be more responsive. But if the process changes, it won't be the end of things. People thought tuition would be the end of everything. There are good reasons for having appointed boards and we know what they are. But the appointment method is valuable enough that it can be justified on its own merits without scare tactics."

Summarizing his eight years as State Director (1971-1979), Lehrmann said, "The strong participation of an interested, active State Board and the Directors' Association made it a significant time in vocational education. I am pleased to have been a part of it." He added, "It's never a one person show. It's everybody working together. As State Director, you create the *image*."

The information contained in the vignette was gathered in an interview of Mr. Lehrmann by the author on June 23, 1981, at the Pioneer Inn in Oshkosh, Wisconsin. The audio tape is cataloged at the State Historical Society.

THE FOURTH ERA BEGINS

In 1979, Robert P. Sorensen, Ph.D., became State Director of Vocational, Technical and Adult Education. He had served as Director at Moraine Park Technical Institute prior to assuming the State Directorship. Sorensen took over a system profoundly sensitive to economic and sociological developments in the state.

CHAPTER VIII

THE 1980's: The View From 1980-81

This chapter, unlike the others, is written in the present tense because it describes Vocational, Technical and Adult Education as it exists at the time of writing, 1980-81.

ENROLLMENTS

Enrollments in the Vocational, Technical and Adult Education system have increased dramatically at a time when other educational systems have declining enrollments. Total enrollments in 1979-80 topped 453,000. Enrollment in full-time occupational preparation programs and continuing education programs to retrain or upgrade current employees was 366,883 (unduplicated head count).[1] By the end of 1980-81, 458,000 Wisconsin adults took at least one course from a local vocational-technical institution. (Wisconsin's enrollment of students over age 18 in VTAE programs is more than twice the national average.)[2]

The present VTAE system, composed of 16 districts, just celebrated its 10th anniversary. (Although Wisconsin's vocational system dates back to 1911, by law all parts of Wisconsin had to be in a VTAE district by 1970.) The system has grown steadily. Students in full-time occupational programs in the Fall of 1970 totaled 37,175. The Fall, 1980, figures of 88,700 in full-time programs represent a 138% growth in enrollments in occupational programs over the past 10 years. (This growth trend corresponds to results of a study by Kevin Munstenteiger which reported a 55% jump nationally in the rate of less-than-Baccalaureate degrees between

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[1] "Student Enrollment In Approved Courses By District and Statewide" (Madison: Wisconsin Board of Vocational, Technical and Adult Education, 1980), (processed).

[2] WISCONSIN GATHERING PLACE OF RESOURCES (Madison: Wisconsin Board of Vocational, Technical and Adult Education, circa 1978), [n.p.].

1970-76. During the same time, the number of Baccalaureate degrees increased by only 10%.)[3]

There are four major reasons for the past decade of growth in the system: the quality of education, student demand, technology, and lifelong learning.

The Laboratory Optician Program trains students to make eye glass lenses at Lakeshore Technical Institute.

Quality of Education. There was a time when vocational schools were looked on as an alternative to higher education. Today's modern laboratories and shops, skilled instructors, and sophisticated instructional delivery systems offer students top quality post-secondary education.

The quality of instructors cannot be overlooked, for although modern equipment is important, it is the instructor who finally determines the quality of instruction. The certification standards for instructors in the VTAE system are set by the State Board. They are unique in requiring that teachers have 4,000 hours of work experience in the occupational area in which they teach. To keep their certification current, VTAE occupational instructors must continue to work intermittently in business and industry, or take additional course work related to their instructional fields. These demanding certification standards result in instruction that reflects what is really going on in the world of work. Advisory committees also help keep instruction relevant. The University of Wisconsin-Stout administers an examination for technical competence - the National Occupational Competency Testing Institute examination. UW-Stout reports that, "The Wisconsin Trades and Industry teachers who have taken the trade tests have consistently scored above the [national] mean, and in most cases at least one standard deviation above the mean." Wisconsin's selection standards for instructors are credited for this distinction.

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[3] Kevin Munstenteiger, A STUDY OF BACCALAUREATE DEGREE HOLDERS WHO ARE ENROLLED IN WISCONSIN'S POST-SECONDARY VTAE SYSTEM (Menomonie: University of Wisconsin-Stout Center for Vocational, Technical and Adult Education, [n.d.]), p. 4.

Student Demand. In the past decade, students have become increasingly concerned with the employment potential of higher education. The U.S. Department of Labor reports that jobs requiring vocational training top the list of occupations employers most frequently seek to fill. The system's job placement rate of 91% attracts many. VTAE institutions were established to be within commuting distance of any student in the district. Therefore, students can attend their vocational-technical institute without the need to relocate. No programs require over two years of full-time study and many require a year or less. This puts a technical education within the reach of many students who simply could not afford four years for a Baccalaureate degree. Finally, new student groups are participating in the system. Women, the handicapped and disadvantaged, and minority groups, traditionally under-represented in technical and trade occupations, are seeking technical training in unprecedented numbers. Federal encouragement to recruit these groups naturally increased their rate of participation.

Technology. The incredible rate of increase in technology means that workers must continue taking courses to keep up with advances in their fields. Madison Area Technical College provides an example of how the VTAE system helps employees keep up with technological demands. It maintains a Business Special Help Laboratory equipped with the latest business and office equipment. In addition to students who need extra help, people may come in off the street for urgent educational needs. Recently, the Laboratory was used by a man who had only three days to learn to run a mag-card typewriter before starting his new job. Another woman needed a quick brush-up of her skills before taking her civil service exam. Hundreds make use of the Business Special Help Laboratory weekly.

A look at a list of VTAE classes will show courses ranging from "Using Microprocessors" to "What's New In Word Processing Equipment" to "Computers In Small Businesses" - all intended for current employees.

A student at Milwaukee Area Technical College operates computer-aided graphics equipment, a new electronic tool that promises to boost productivity in industry.

Even venerable old trades such as horology (watchmaking) need to be updated with new technology. Over the past ten years, Milwaukee Area Technical College's horology instructor has developed new courses in electronic watch technology. Now students study micro-electronics in addtion to the theory and construction of pocket and wristwatches.

Many choose or are forced by job obsolescence to change careers in mid-life. On the average, today's jobs will be obsolete in eight years. The U.S. Department of Labor estimates that the average worker will change occupations four to five times in his or her lifetime. These changes require additional training that the VTAE system can provide. (The problem of workers being displaced because of technology is not a new one. Charles McCarthy cited the problem in 1911 and added, "It is the duty of the state and public educational institutions to reach out a hand to this man and lift him over the stile.")[4]

Lifelong Learning. The concept of lifelong learning has had great implications for the VTAE system. Conversely, the system makes lifelong learning possible. Earlier retirement, longer life expectancy, and a desire to keep up with the times influence adults to take classes throughout their lifetimes. In the early part of the century, few adults even considered getting additional schooling past grade school or high school. Tarbell, historian for the Milwaukee Vocational School, wrote:

> Study and recitations were all right for young people, but not for grownups. Going back to school, sitting cramped in those seats, was out of the question. No other adults did it. The whole idea was unthinkable and unfashionable. The older generation had been out of school from five years up. There was still some nausea connected with the thought of restrictions, grade cards, restless students, and watchful teachers. Education was necessary for youngsters, but not for grownups.[5]

Today however, stories of grandmothers and grandfathers receiving their high school diplomas or graduating from post-secondary programs are commonplace. Lakeshore Technical Institute offered an Elder Hostel program during the summer of 1981 which was a week-long learning experience tailored for the elderly. Gateway Technical Institute's Adult Learning Center recently assisted a woman 102 years of age to attain a lifelong goal of becoming a naturalized American citizen.

The trend to lifelong learning has had a dramatic influence on the kinds of students who attend VTAE institutions. Early in the history of the system, the majority of those attending continuation and vocational schools were in their teens. Today, the average age of students in the system is 28.

Lifelong learning has also increased the demand for avocational courses. The VTAE system's provision of noncredit avocational courses has been criticized by some as frivolous. Some critics feel that courses to make more productive use of leisure time have no place in tax-supported institutions. However, since noncredit avocational courses are not eligible for state aid, it is the students and *local* taxpayers who finance them. VTAE institutions, because they are autonomous, reflect the desires of the communities in which they are located.

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[4] REPORT OF THE COMMISSION UPON THE PLANS FOR THE EXTENSION OF INDUSTRIAL AND AGRICULTRUAL TRAINING (Madison: Democrat Printing Company, State Printer, 1911), p. 71.

[5] Robert W. Tarbell, A HISTORY OF THE MILWAUKEE VOCATIONAL AND ADULT SCHOOLS (Milwaukee: Milwaukee Vocational and Adult Schools, 1958), p. 4.

The occupational potential of many avocational courses is frequently overlooked. In the home economics area, students who perfect sewing, drapery, reupholstery, and decorative craft construction skills are developing their own wage-earning potentials. One person's hobby is another's livelihood. For example, a key person in a large bee supply company in northeast Wisconsin got her start when she took a noncredit beekeeping course from Fox Valley Technical Institute. Western Wisconsin Technical Institute recently received a letter of thanks from a student whose WWTI course in creative writing "provoked a second semiprofessional career" for her. She described various publications in which her works were being published. She said, "I've used and reused the skills from this class."

A new short course at Wisconsin Indianhead Technical District, "Business of Harvesting and Marketing of Fur-Bearing Animals," is another example of the fine line that frequently exists between leisure and income-producing endeavors.

SUCCESS OF GRADUATES
91% JOB PLACEMENT RATE

No other educational system evaluates its efforts as consistently and thoroughly as does vocational-technical education. Every year, Wisconsin's State Board of VTAE conducts a follow-up study of the previous year's graduates. Each district attempts to contact its graduates three times by mail or by a combination of mail and telephone. Considerable effort is made to contact graduates to get the solid rate of response—80%—for which the State Board aims. (The placement study does not include the thousands of people who took one or several courses to improve their job skills or get additional training to change jobs. The study includes only graduates of full-time Associate Degree and Vocational Diploma programs.)

The major objectives of the follow-up study are to:

1) determine the employment status of graduates.

2) determine the relationship between graduates' education and their current activities.

3) provide information that can be used for career planning, and

4) provide data for program planning and evaluation.

In October, 1980, 12,647 graduates were surveyed; 83 percent or 10,540 responded.[6]

Opinion of Their Training

Ninety-six percent of the respondents were satisfied or very satisfied with the training they received.

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[6] 1979-80 GRADUATE FOLLOW-UP REPORT (Madison: Wisconsin Board of Vocational, Technical and Adult Education, 1982), pp. 2-3.

Labor Force Status

Ninety percent of the graduates are in or available for the labor force. Eight percent are not in the labor force due to continuing education and two percent are not in the labor force for miscellaneous reasons.

Placement Rate

Ninety-one percent of those available for the labor force are employed.

Where Employed

The VTAE system has always taken pride in serving local employment needs. The follow-up survey supports this claim. Of those employed, 71% are employed in the VTAE district in which they received their training. A full 91% are employed in Wisconsin.

Relatedness to Instruction

Of those employed, 82% are employed in occupations directly related to their training. Eighteen percent are employed in occupations not directly related to their training.

The primary mission of VTAE system is to educate people for employment. With a job placement rate of 91% for 1979-80 graduates, the system achieved its goal.

ECONOMIC DEVELOPMENT AND VTAE

One of the top goals of State Director Robert Sorensen is to expand the role the VTAE system already plays in the economic development of Wisconsin. A state's economic development refers to its growth in terms of the number of new businesses and the expansion of existing businesses and industries. The rate of economic development is of concern to every citizen because it directly affects the employment rate and the tax rate. U.S. Representative Tom Petri, (R) Fond du Lac, has said, "To have industrial expansion, we need a mixture of capital, entrepreneurship, and solid skills. If we don't have the skills, the other two factors can't help us." Providing workers with those skills is the mission of the VTAE system. As a welcome partner of business and industry, it contributes to economic development in a number of ways:

1. *Training for Employment*. The VTAE system provides over 264 different full-time Associate Degree and Vocational Diploma programs to prepare people for employment in skilled fields such as welding, auto mechanics, farm machinery repair; technical fields like data processing, electronics, laser technology; paraprofessional positions such as dental hygienist, dispensing optician, and legal assistants. Graduates of these programs provide the labor to meet the 7,000 new jobs resulting from Wisconsin's economic development. As was noted earlier, 91% of the employed graduates are working in Wisconsin six months after graduation.

WCTI is home base for Police Artist training for officers from all over the North American continent. Here internationally known Police Artist Instructor, Jack Cormack, teaches police artistry. Instruction includes Making It Easier to Remember (an identification program) and the revolutionary O.I.C. System, (Optical Identification of Characteristics) a computerized system for identifying subjects by facial feature characteristics.

2. *Training for Workers Already Employed.* Rapidly expanding technology means that jobs become obsolete in an average of eight years. By 1990, 66% of the number of blue-collar workers needed in 1950 will no longer be needed. The remaining 34%, however, will need considerably more technical skills. The VTAE system helps businesses keep up with the demands of technology by upgrading or retraining existing employees. Wisconsin Indianhead Technical Institute offered a course in blueprint reading to 100 of one company's production personnel. Their upgrading enabled the company to install tape-operated automatic lathes. District One Technical Institute provided two hydraulics courses to a local lumber company's employees to improve maintenance and decrease breakdowns in hydraulic equipment. (The course was provided on just three weeks' notice.)

The system's ability to provide in-plant training is of particular importance considering that 75-80% of the potential for economic expansion is already present in existing business and industry, most of which is considered small business.

Another way the vocational-technical system contributes to economic development is by helping businesses improve worker productivity. Fox Valley Technical Institute (FVTI) offers a course to businesses exclusively for increasing their productivity. An FVTI consultant works with enrollees, not just in the classroom, but also in the plant. The consultant analyzes the production process and recommends improvements. FVTI instructors have gone to such varied industries as cheese factories, clockworks, bakeries, paper mills, and heavy equipment manufacturers. Twelve Fox Valley businesses collectively increased their yearly productivity by $100,000 in 1980, a gain they attributed to FVTI's assistance.

Another FVTI program, Individual Supervisory Development, trains managers through a technique similar to that used by hospitals in training doctors during their residencies. Although they work independently, the trainees are part of a team that provides diagnosis, feedback, and advice. The program has proven successful; one Fox River Valley company experienced a dramatic rise in profits when its management personnel became involved in the FVTI program.

3. *Training Workers for New Industries.* When a firm decides to expand or open a new plant, one of the most important considerations will be - Where will the skilled workers come from? A VTAE institution can set up training programs for virtually any industry. If a business plans and works with the local institution, the trained work force can be ready when the new plant opens. Southeast Wisconsin Technical Institute set up a welding program for 48 employees on two weeks' notice. Nicolet College and Technical Institute helped a local company to change its product line by training 17 new employees in safety and chain saw operation. North Central Technical Institute trained one company's 200 engineers, draftpersons, welders, and assembly workers in metric measurement. The newly-acquired metric capacity of its workers allowed that firm to land a contract with a company in France.

The State Board of Vocational, Technical and Adult Education assists industries who are considering relocating by providing information on the State's work force. The State Board routinely collects information on employment trends. Ordinarily, this information is used to determine where a new training program may be started. For example, if a Technical Institute requests approval to offer a program in laser technology, the district must complete a three-stage application process and the State Board must first give its approval. The Board approves or disapproves based on the number of local businesses that might employ the graduates, prospective businesses, the population, and other trends relating to the work force. This up-to-date base, kept by the State Board, is at the disposal of business and industry.

4. *Professional Seminars.* The VTAE system contributes to the State's economic development by providing a spectrum of seminars and courses for paraprofessionals and professionals according to JACCE agreement. The insurance and real estate industries rely heavily on the system to help people prepare for their licensure examinations and to continue training them in the many facets of those occupations. The medical profession relies on technical institutes to offer seminars for all members of the health care team from doctors to nurses to operating room assistants to occupational therapy assistants. Professional chefs have opportunities to sharpen their skills through technical institute activities.
   North Central Technical Institute provided in-house simulated bank robbery programs to teach employees identification skills under stress. The course was taken by 360 bank employees.

   District One provided a course for ambulance service managers on organizational techniques and recruitment and retention of personnel.

   Examples of VTAE seminars for other professionals in fields from police science to gemology might be cited here. What must be kept in mind is that wherever there are well-trained professionals who *stay* that way, the economic climate of the communities is enhanced.

5. *Supporting Innovation.* The productivity-increasing work Fox Valley Technical Institute is doing with business and industry is an example of supporting innovation in fairly large businesses. Supporting innovation for small businesses and even individuals with the goal of increased economic activity is part of the system's commitment to economic development. The Wisconsin VTAE sponsors Business and Industry Liaison (BAIL) programs in nine districts. As part of the BAIL program, the Board offered a series of clinics for inventors in 1977 and again in 1979. Many innovative ideas could develop into productive enterprises and employment if inventors knew how to develop, finance, produce, and market their ideas. The clinics were for people with "dreams, ideas, gadgets or products." They learned about framing the concepts, developing the product, production facilities, and marketing procedures.

   More than 1,400 attended the sessions, indicating that the service is needed.

   The State Board has requested categorical funding from the Legislature for a more aggressive economic development program, but to date has been unsuccessful.

FLEXIBILITY

From the range of services provided by the system to stimulate economic development, it is clear that to do all that, a vocational-technical institution must be flexible. If a business needs a course on microprocessors to prepare for an upcoming order, it cannot be put off until next year or even next semester. The institution must be able to react quickly to what business needs. This quick response capability must be retained if the system is to continue to be a significant force in Wisconsin's economic development.

OUTREACH EFFORTS

The majority of VTAE students do not have the luxury of attending school full time. Most adults work and/or have family responsibilities and must attend classes part time. They must keep their travel time and expense to a minimum. These factors have encouraged the growth of outreach centers in the VTAE system.

Outreach or satellite centers are smaller campuses or buildings located away from the central campus of each district. The outreach centers provide credit and noncredit classes, although the trend is towards more credit courses—those that are intended for occupational preparation. All VTAE districts have at least one outreach center.

Proof that the system has made sincere efforts to promote outreach education is found in the number of locations in which programs are offered. Without an outreach effort, one could expect that Associate Degree courses and vocational programs could be offered in 16 locations—one for each district. However, in 1979-80, Associate Degree programs were offered in 393 locations. Vocational Diploma programs were offered in 560 locations.[7] Those figures attest to the system's efforts to provide occupational training not only at 16 major institutions, but throughout the districts. (The majority of classrooms for VTAE courses outside the central facilities are in high schools.)

One of the noteworthy outreach centers is the VTAE Regional Learning Center at Chilton. The Center is a joint project between Fox Valley, Moraine Park, and Lakeshore Technical Institutes. The Center is located in a rural area, parts of which lie in each of the three distircts. There were not enough learners in the area to justify outreach centers by all three schools, yet clearly one learning center was needed to serve the communities of Brillion, Chilton, Hilbert, Kiel, New Holstein, Reedsville, and Stockbridge. Financed with a grant from the Governor's Employment and Training Office, and administered by the three districts, the VTAE Regional Learning Center opened in the Spring of 1980. In its first two years of operation, the Chilton VTAE Center reports the largest increases in the classes offered for *credit* rather than for personal enrichment.

Not all outreach efforts are to be found in a building. VTAE institutions are delivering education to people in a variety of ways. Southwest Technical Institute, Fennimore, developed a weekly series of radio tapes for homemakers who want or need to enter the job market. Gateway Technical Institute developed consumer radio programs that have been syndicated by National Public Radio. Madison Area Technical College used the daily newspaper to teach a course on energy to 95 people. Western Wisconsin Technical Institute had the State's first "Careermobile." It contains a variety of printed and audiovisual career materials and is staffed by career specialists who administer interest tests and counsel users on career choices. The van goes to the district's high schools, as well as to central locations in the communities. The Careermobile brings services to people who might not otherwise be able to take advantage of them.

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[7] Letter from Robert G. Millard, Director, Bureau of Planning and Policy Analysis, Wisconsin Board of Vocational, Technical and Adult Education, Madison, Wisconsin; September 18, 1980.

The Western Wisconsin Technical Institute "Careermobile" was the first mobile career information unit of its type in the State. Between 1972 and 1982, it had logged close to 200,000 miles, and served about 100,000 high school students and adults on its regular itinerary serving the district's public schools during the regular school year, and visits to fairs and other events during summer months. The unit provides a mix of audiovisual media, printed material, and other resource information to permit exploration of occupational fields and career education programs at all of the State's vocational-technical schools as well as W.W.T.I. in La Crosse.

Wisconsin Indianhead Technical Institute has a mobile nursing unit that travels to communities in the district that do not have laboratory facilities for instruction. The van is equipped with four beds and standard nursing unit equipment so nursing assistant students can receive the same program of instruction whether they are at a WITI campus or in a small community some distance from campus. The mobile instruction unit is also used for community health classes and nursing career exploration.

EXTENT OF SERVICES

The VTAE system offers both credit and noncredit courses and programs. Credit programs are those which lead to occupational competencey. Noncredit courses may be occupationally related, such as classes for current employees, or may be primarily for self-enrichment. The Wisconsin Board of VTAE concerns itself only with programs and courses for occupational training and upgrading. Non-occupational courses, called community service classes, are a local decision based on what the citizens of the district want.

The VTAE system distinguishes between four types of occupational programs or courses: Associate Degree, Vocational Diploma, continuing education, and apprentice programs.

Associate Degrees. Associate Degree programs are two years in length. The Associate Degree is conferred upon a student who completes a technical or college parallel program. Associate Degrees are further broken into Associate of applied arts, Associate of applied sciences, Associate of arts, and Associate of sciences. Associate Degree programs generally emphasize theory and conceptual learning with some laboratory and experiential learning. In 1979-80, 94 different Associate Degree programs were offered.

Vocational Diplomas. Vocational Diploma programs range in length from several weeks to two years, although most are shorter than two years. Emphasis is on laboratory and experiential learning with some theory. In 1978-80, 170 different vocational programs were offered in Wisconsin.

Continuing Education. Continuing education refers to short-term or one-time offerings to upgrade or retrain people in occupational areas. These courses are usually not part of an Associate Degree or Vocational Diploma program. In 1979-80, 250,744 Wisconsin citizens took at least one continuing education course from the VTAE system.

As Figure XI indicates, the majority of enrollments are in occupationally-related programs.

Figure XI

VTAE ENROLLMENT SUMMARY
1979-80[8]

Program	Enrollment
College parallel (unduplicated headcount)	7,342
Associate Degree programs (unduplicated headcount)	61,191
Vocational Diploma programs (unduplicated headcount)	62,699
Continuing education (unduplicated headcount — includes courses and seminars to train, retrain, upgrade current workers)	250,744
Community services (duplicated headcount — includes courses for personal enrichment, not directly occupationally related)	131,769

Apprentice Programs. Apprenticeship as a means of learning a trade is 4,000 years old. The code of Hammurabi contained regulations relating to apprenticeships. Plato mentions it, as well as the Egyptians of the 1st century B.C. Apprenticeships were practiced in Wisconsin prior to the 20th century, but it was a very individualized type of education. The length of indentures and what was actually learned varied greatly from craftsman to craftsman, trade to trade, shop to shop. The 1911 legislation which established Wisconsin's vocational system also set up guidelines for the training of apprentices. By making the state a party to the indenture, this legislation brought much needed uniformity to apprentice training in Wisconsin. Today, Wisconsin apprentices learn a trade by working with an employer for pay and attending related classes with pay at a local technical institute. The related instruction for Wisconsin's apprentice programs is supervised by local VTAE districts. A minimum of 400 hours of related instruction is required if the term of apprenticeship is longer than 2 years and 144 hours per year if the term is 2 years or less.[9] The majority of apprentices receive their classroom instruction from technical institutes. The Wisconsin Department of Industry, Labor, and Human Relations Division of Apprenticeship and Training approves and oversees all indentures to ensure that agreements are kept by all parties and that standards are maintained.

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[8] "Student Enrollment in Approved Courses By District and Statewide," loc. cit.

[9] "Apprenticeship Manual" (Madison: Wisconsin Department of Industry, Labor and Human Relations, 1979), Chapter III, p. 3.

A member of Madison Area Technical College's steamfitter apprenticeship class, shown at her job (Photo by Tom Riles)

The Wisconsin Apprenticeship Advisory Council provides DILHR with advice on all aspects of the apprenticeship system. Joint Apprenticeship Committees, though advisory, are another invaluable resource for the apprentice system. JAC's exist at both the state and local levels and assist in establishing and maintaining standards for apprenticeship. Vocational-technical institutes receive assistance and advice from JACs to keep related instruction for apprentices relevant and current. Although apprentices are actually selected by sponsors, area Joint Apprenticeship Committees rate, approve, and recommend candidates. (An exception is found in the electrical trades where Joint Apprenticeship Committees select and assign apprentices.)

Currently, there are over 8,000 indentured apprentices in Wisconsin. Instruction for almost all of them is provided by the 16 VTAE institutions. DILHR and the VTAE system jointly provide apprentice programs in a variety of occupational areas.

Figure XII

TYPES OF APPRENTICE PROGRAMS IN 1980[10]

Construction Trades	Industrial Trades	Service Trades
Bricklayer/Mason	Instrument Repair	Auto Body Repair
Accoustical Systems	Drafting	Auto Mechanic
Carpenter	Electrical Maintenance	Radio and TV Repair
Electrician	Mechanical Maintenance	Barber
Painter/Decorator	Machine Adjustor	Appliance Repair
Plasterer	Machinist	Cosmetology
Plumber	Foundry Trades	Equipment Mechanic
Iron Worker	Patternmaker	Communications Linework
Sheet Metal Worker	Fabricator	Electric Linework
Steamfitter	Tool and Die Trades	Butcher
Glazier	Tool Designer	Cook
Lather	Tool Grinder	Dental Technician
Operating Engineer	Welder	Optical Technician
Asbestos Worker	Power Engineer	Watchmaker
Cement Finisher	Plastic Mold Designer	Shoe Repair
Roofer	Lumber Grader	Surveyor
Mo Basin Boilermaker	Machine Erector	Business Machine Repair
Mo Valley Lineworker	Lift Truck Mechanic	Firefighter
Sprinkler Fitter	Diesel Mechanic	Baker
Miscellaneous	Heat Treater	Small Engine Repair
	Miscellaneous	Locksmith
		Jeweler
		Computer Programmer
		Protective Signal
		Day Care Teacher
		Truck Mechanic
		Heavy Duty Mechanic
		Water Plant Operator
		Graphic Arts Trades
		Miscellaneous

AGRICULTURE IN THE 1980's

Prior to the 1960's, most vocational agriculture programs supervised by the State Board of VTAE were located in high schools. High school vo-ag instructors typically taught evening classes for adult farmers in addition to the high school classes.

This changed when state law mandated that all geographical areas of Wisconsin be in a VTAE district by 1970. The districts, finding themselves with large rural taxpayer clienteles, began providing classes for farmers and those involved in agribusiness. Also, the success of the veteran on-the-farm training program encouraged the organization of adult agriculture programs for non-veterans.

Throughout the 1970's, agriculture education expanded to include agribusiness—the nonproduction facets of agriculture such as agricultural mechanics, feeds, seeds, fertilizers, conservation, machinery parts and sales, and food manufacturing technology. Employment prospects are excellent for graduates of these agribusiness programs.

Production Agriculture is a program for recent veterans and for others established in farming. Farm training is for those becoming established in farming. Every year, the 1,374 new farm operators must be trained to replace those lost through attrition. The goal is to reach 60% of Wisconsin's 49,000 farmers with VTAE farm training.[11]

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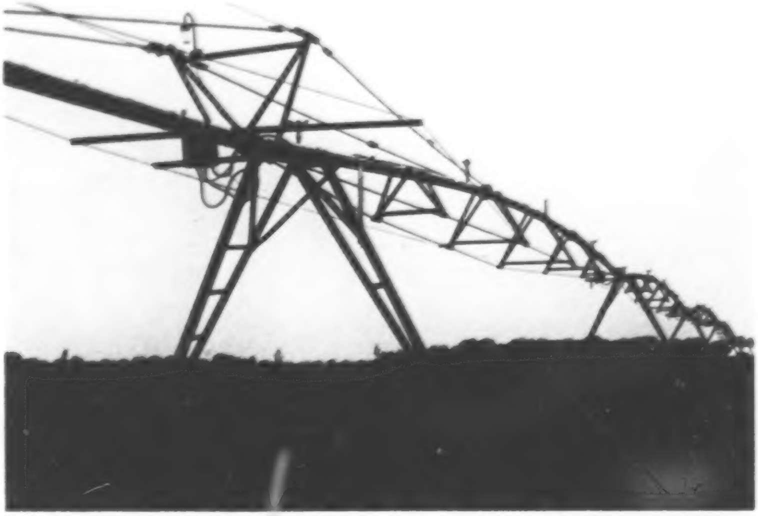
[10] THE WISCONSIN APPRENTICE, Vol. 23, No. 4, October, 1980 (Madison: Wisconsin Department of Industry, Labor and Human Relations), p. 4.

Moraine Park Technical Institute offers two Associate Degree programs to train technicians for Wisconsin's food processing industries. They are Food Manufacturing-Dairy and Food Manufacturing-Canning and Freezing.

To meet the need for butchers and inspectors in Wisconsin's meat packing and processing plants and stores, a vocational program - All Around Butcher - is conducted by the Southwest Wisconsin Technical Institute.

Mid-State Technical Institute has the State's only Irrigation and Crop Production program. Presently, potato and specialty crops are irrigated. As prices for grain and forage rise, it is feasible to irrigate those crops as well. For that reason, a need is emerging for programs in irrigation equipment.



The irrigation and crop production industry plays an important part in the challenge to keep pace with an ever increasing demand for food production. Mid-State Technical Institute offers courses and a program to train employees in this technology.

Forestry and wood products continue to be important to Wisconsin's economy. Nicolet Technical College has programs in Timber Production and Timber Harvesting Heavy Equipment Operator. Other northern areas could benefit from these programs as well.

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[11] WISCONSIN FIVE-YEAR STATE PLAN FOR VOCATIONAL, TECHNICAL AND ADULT EDUCATION, 1978-1982 (Madison: Wisconsin Board of Vocational, Technical and Adult Education, 1977), p. 157.

Timber Production and Timber Harvest Equipment Operator are two Nicolet College programs well suited to the District's important logging industry.

Horticulture is in great demand in the State. Gateway Technical Institute and the Milwaukee Area Technical College offer programs in production, retailing, and landscape. However, because many high schools are offering horticulture, demand may be overtaken by supply.

The animal technician program at Madison Area Technical College has been well received by veterinarians. Allied programs such as animal caretaker and laboratory animal technician are also needed throughout the State.

Students in the Animal Technician program at Madison Area Technical College
(Photo by Mindy Hanson)

Overall, it is the goal of the VTAE system to increase enrollments in adult or short-term programs in agriculture by 10% each year.[12]

The total number of farmers will probably continue to decrease, but those remaining and young people replacing those retiring will need to be better trained in production, marketing, business management, and use of equipment because of changing technology.

The agribusiness sector will experience demand for trained employees in sales, parts, service, installation, and operations. This demand will occur because of the production and marketing services provided to farmers by those groups. Owners and operators of agribusinesses will require training in the operation and financing of their businesses.

DISTRIBUTION IN THE 1980's

Distribution concerns itself primarily with marketing, sales, real estate, insurance, and finance, although there are a number of other business areas included under distribution. This occupational family is unique in that it requires a diversified labor pool. Graduates of two-year Associate Degree programs, one-year vocational programs, high school distributive education programs, and four-year colleges are equally in demand.

Distribution or Distributive Education (D.E.) is a relative newcomer to Wisconsin's VTAE system. Though agriculture, home economics, and trade and industry programs were in existence in Wisconsin's vocational schools since their beginnings, Distributive Education did not really get a start until the 1930s, when the federal George-Dean Act made funds available for Distributive Education. The distributive programs experienced a growth spurt in the 1960's as a result of interest in the program by professional associations such as the Wisconsin Bankers Association, the Wisconsin Real Estate Association, and the Furniture Manufacturers and Dealers Association. The support of these and other business organizations continues to encourage the growth of distributive programs.

The most marked trend in distribution is the demand for retraining and upgrading for promotion of current employees. As current employees achieve upward mobility through experience and education, they move into management and supervisory positions, opening up employment slots for newly trained sales workers. Another boost to the VTAE's distribution enrollments has come as a result of state legislation for the preparation and continuing education of real estate and insurance professionals.

The greatest changes in distribution will probably not be in the number of new types of courses, but in the change in content of existing courses and programs. Computerized cash registers and inventory control, for example, have dramatically altered the substance of many jobs and have necessitated that employees use their time in different ways than before.

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[12] Ibid., p. 158.

Students in Fox Valley Technical Institute's Fashion Merchandising program graduate with skills to move from employee to manager. (Photo by Joel Barkin)

HOME ECONOMICS IN THE 1980's

Vocational home economics education prepares males and females for the occupation of homemaking and for paid employment in home economics occupations. (The 1963 Vocational Education Act charged home economics with developing and maintaining *wage-earning* programs.) Enrollment in full-time programs in 1979-80 was 1,378. Enrollment in Consumer Homemaking Adult Continuing Education was 40,351. (This is unduplicated head count.)

The 28 Associate Degree programs are in the following areas: Food Management Production and Services, Clothing and Textiles, Child Development, Interior Design, and the Occupation of Homemaking (consumer family manager.)

The 47 one-year diploma programs are in the following areas: Food Services, Child Care Services, Clothing Services, Home Furnishings Services, and Cosmetology. The single two-year diploma program is in the Food Production area. The 16 short-term vocational diploma programs are in : Food Service, Institutional/Home Management Services, Clothing Services, Cosmetology, Floral Art, and Child Care.

There is evidence that there will be an increase in the number of short-term programs in the 80's. This is due in part to the changing economy and persons being employed outside the home and assuming the dual role of wage earner and homemaker. Demands for skilled labor will be constant during the 80's. There is also a trend toward attracting older workers back into the labor force, necessitating retraining.

Home economics has grown in enrollments and offerings since the 1963 mandate and has made a valuable contribution in preparing individuals for the work force, particularly since many of the homemakers have returned to the labor force.

HEALTH OCCUPATIONS IN THE 1980's

The acceptance of the idea that health care is a human right has increased the demand for the number of health care workers. At the same time, advances in medical technology have increased the need for more sophisticated training programs. In the past, private schools and hospitals carried on health training programs. However, because of economies of scale, the majority of training has shifted to tax-supported institutions. The VTAE system, along with other educational institutions, plays an essential role in preparing health care professionals needed by the State.

Health occupations have traditionally attracted larger numbers of female students. The VTAE system has actively attempted to recruit male students and instructors into the system. Fox Valley Technical Institute has one of the nations's only three male Dental Assistant instructors.

There are a number of linkages between VTAE health occupations personnel and other agencies that deal with health care. Several VTAE districts plan and offer programs for nursing team members jointly with the U.W. Extension, thereby eliminating potential duplication of services. Other agencies with which the VTAE health staff interacts include: the Wisconsin Board of Nursing/Bureau of Nurses of the Department of Regulation and Licensing; the Division of Health of Division of Community Services within the Wisconsin Department of Health and Social Services; State Allied Health, Medical, Dental, and Nursing Associations; and other professional groups.

Health occupations offerings have increased to 126 programs in 28 occupational areas (13 technical or Associate Degree, 8 vocational, and 7 short-term.) More than 7,000 students are enrolled in full-time health programs. There are 500 faculty members for the full-time programs. The 7,000 students receive their extended laboratory experiences in some 950 clinical resources in 250 Wisconsin communities.

In addition to full-time program students, an additional 6,000 to 7,000 students are enrolled in VTAE occupational extension courses taught by part-time instructors. Enrollees in community health offerings are another sizable group.

Both State Board and local VTAE health personnel took part in the Statewide Study of Nursing and Nursing Education (SSNNE.) The SSNNE concluded that the one-year Licensed Practical Nurse program is insufficient to prepare graduates for the job situations many of them will face. Its recommendation is eventual phasing out of Licensed Practical Nursing programs. The study points out that the recommendation is directed not toward the present Licensed Practical Nurse population, but toward programs preparing nurses to enter practice in the future. The recommendation reflects a trend in health occupations for longer, more intensive training. This is due not only to the dramatic increase in health care information, but also due to consumer demand. Average health care consumers are more knowledgeable about their own health needs and expect a great deal more from professionals than was previously the case. All 14 VTAE institutions that offer technical nursing programs provide opportunities to enable Licensed Practical Nurses to become Registered Nurses.

A major portion of VTAE health offerings is in allied health programs which are non-nursing occupations that provide services as part of health care teams. Examples are Physical Therapy Assistant, Medical Records Technician, and Optometric Assistant. The need for these allied health workers will continue during the 1980's as will the need to keep current health workers updated.

Changes in the delivery system of health service and health care cost containment efforts will affect the future number and kinds of health workers needed and, therefore, will affect preparatory programs also. Program evaluation and counsel from advisory committees should provide direction for new program development, program expansion, and/or discontinuance of noneffective programs.

OFFICE OCCUPATIONS IN THE 1980's

The demand for office workers remains high, in spite of technological inventions that do some of the repetitive drudgery work. But the demand is for workers who, in addition to having basic skills, are also knowledgeable about high technology systems such as computerized word processing equipment, microprocessors, or micrographics. Specialized occupations such as legal secretaries, as well as accounting-related postitions, are in the greatest demand.

The VTAE districts of Wisconsin offer a variety of courses in office education to prepare students for a number of positions. These courses may be offered on a full-time or part-time basis and are designed to provide preparatory training or to upgrade skills of those employed. Length of the full-time program may vary from less than a semester to four semesters.

Traditional office education programs such as Secretarial, Data Processing, and Accounting continue to be popular with students. Such broadly based programs may be offered at vocational diploma and Associate Degree levels. Associate Degree programs are offered in Banking and Finance, Personnel, Credit, Court and Conference Reporting, Office Mid-

Management, Word Processing, and Data Processing to name some. One of the most recent programs, Legal Assistant, which is endorsed by the State Bar Association, is offered for those who wish to be employed in law offices and for a considerable number of persons already employed in law offices who wish to upgrade their skills.

The State Board of VTAE stresses that many of the specialized office occupations and skills do not require two-year Associate Degrees. Shorter term programs are adequate in a number of situations. There is great employment potential for programs of less than one year in Finance, Data Preparation, Word Processing, and Medical Office areas. Other Vocational Diploma programs include Clerk, Clerk Typist, Business Machines, Stenographer, and many more.

In view of the many changes in the economy of the country and the great technological improvements that have occurred in recent years in communications and processing, it must follow that business and office education programs will continue to expand and to be available to citizens of the State.

TRADE AND INDUSTRIAL EDUCATION IN THE 1980's

Trades and Industry has the most varied range of programs of any of the occupational groupings of the State Board of VTAE. Programs range from occupations in construction, manufacturing, safety, emergency services to personal service occupations such as barbering. Trades and Industry is another one of the original occupational clusters included in Wisconsin's early vocational schools, although the number and variety of programs have increased dramatically over the years. Trades and Industry is experiencing its greatest growth in service occupations such as machine repair, office machine repair, and facilities maintenance, among others. Vocational-technical institutions are preparing a record number of employees in fields related to energy audits, energy conservation, and inspection and maintenance of energy systems. The demand has also increased for technical and highly skilled supervisors. Less in demand are employees for manufacturing industries with lower-level skills.

An innovation in the Trades and Industry area that has proven popular is municipal services occupational training. Local districts employ full-time municipal services coordinators who work with public officials to establish training programs for local elected and appointed officials and their staffs. Programs are offered for town clerks, assessors, supervisors, and local government employees who work with the public.

Technological changes naturally affect the substance and the methods of vocational-technical education. The introduction of robotized autofacturing, of highly sophisticated control systems, and changes in construction techniques mean that new workers must be trained differently. Also, the skills and technical knowledge of current workers must be upgraded. This challenge will result in more Trades and Industry programs that use industry-based job training as part of a student's education.

Students in Fox Valley Technical Institute's Hospitality/Culinary Arts Programs can select programs ranging from six weeks to two years in length, depending on their career goals.

ADULT BASIC EDUCATION IN THE 1980's

In Wisconsin, there are over one million adults who do not have a high school diploma, and many are functioning below their potential. The Adult Basic Education (ABE) program is a second chance for many Wisconsin adults to acquire the basic educational skills necessary "for occupational training and more profitable employment." It is also a chance to increase personal confidence and self-respect.

Funding for Adult Basic Education is a joint arrangement with federal monies provided by the Adult Education Act, state dollars made available through the Wisconsin Board of Vocational, Technical and Adult Education, and local funding provided by the VTAE districts.

Each of the 16 VTAE districts provides ABE for its target population. Classes are located in technical institutes, store fronts, and community buildings. Teachers go where students are; some teach in jails and institutions; some teach in churches and homes for the aged; and some teach in the homes of invalids and the handicapped. The program is unique in its student orientation. Students in the ABE program set their own objectives and work at their own pace and at a level appropriate for their academic needs. Teachers are available to help students individually, and instructional schedules are flexible to fit within work and family responsibilities.

Adult Basic Education at Fox Valley Technical Institute is individually-paced, so students progress at their own rates. Instructor Rosemary Verhagen provides the personal attention needed for individualized instruction.

The three major areas of instruction in the ABE program include: basic skills including reading, writing, and arithmetic; preparation for the GED, a nationally recognized test leading to a certificate of High School Equivalency; and English As A Second Language. (High school equivalency diplomas issued by the Department of Public Instruction can also be earned through the accumulation of credits in both ABE and postsecondary educational and training programs.)

Those who attend the ABE program have a wide range of experiences and backgrounds. There is about an equal mix of men and women. In an average group of 10 ABE students, 6 will be under 24, 2 will be between 25 and 34, 1 will be betweeen 35 and 44, and 1 will be 45 or older. Minorities and ethnic groups have participated in the ABE program in excess of their percentage of the eligible population. Blacks and Native Americans participate at about 3 times their percentage of the eligible population, and Hispanics and Asians participate at over 10 times their percentage.

Enrollments in the ABE program have increased steadily in recent years as Figure XIII indicates.

Figure XIII

ENROLLMENT GROWTH IN ADULT BASIC EDUCATION IN WISCONSIN[13]

1967	1,563
1971	6,599
1976	12,693
1979	16,158

The ABE program pays for itself. The average annual cost per student of $125 per 100 hours of instruction is offset by the number of persons removed from public assistance, the increased buying power that employment represents, and the additional state and federal taxes that are generated as income increases.

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[13] ADULT BASIC EDUCATION IN WISCONSIN (Madison: Wisconsin Board of Vocational, Technical and Adult Education, circa 1978), p. 12.

In looking to the future, the ABE program has been receptive to innovative educational projects. In cooperation with the Department of Health and Social Services, the ABE program has helped to teach the Indo-Chinese refugees the English language and survival skills necessary for life in America.

The ABE program has combined the teaching of basic education and English As A Second Language with the teaching of vocational strategies and job-seeking skills. ABE has experimented with new ways for adults to obtain the high school diploma. "The External High School Diploma" offers an adult the opportunity to earn a standard high school diploma through the demonstration of knowledge and skills gained in the course of daily living. The ABE program has also been receptive to technological innovation. Basic educational instruction and preparation for the high school equivalency exam is offered on public television. Most recently, ABE has offered computer-assisted instruction on an experimental basis.

These and other innovative projects have kept the ABE program attuned to the educational needs of its target population. In doing so, ABE has provided a chance for many Wisconsin citizens who too often are overlooked and forgotten.

STUDENT SERVICES

All VTAE institutions have open admissions policies. For most programs, the only admission requirement is a desire to learn. The system has taken on the difficult task of providing education and training to an incredibly diversified group; therefore, it provides guidance and counseling services to assist students to make the most of their strengths and to correct or compensate for limitations, to relate this information realistically to educational plans, to deal with common problems, and to know themselves as individuals and members of society. Specific student services programs include: information-giving; student acceptance; occupational information; group guidance, educational testing; applicant consulting; personnel record keeping; applicant appraisal, advising, counseling; student government; co-extracurricular activities; registration; social and academic regulation; financial aids; articulation; job placement; health; in-service; and administrative organization.

Student service functions are coordinated by staff members who have specific training. However, every member of the instructional staff has a responsibility to cooperate with that staff in the student services program.

STUDENT ORGANIZATIONS

Vocational education has three aspects—classroom, on-the-job training, and student organizations. Each is an integral part of the instructional program. Student organizations in the Vocational, Technical and Adult Education system provide opportunities beyond regular instruction for learning by doing. Student-sponsored activities provide in-depth study of civic, social, leadership, and vocational competencies. State conferences provide opportunities for students to compete in skill events related to their ocupational programs and serve to develop students' leadership abilities.

The Wisconsin Board of VTAE sponsors: the Wisconsin Distributive Education Association, the Wisconsin Office Education Association, the Vocational Industrial Clubs of America, the Wisconsin Association of Health Occupations, the Wisconsin Home Economics and Related Student Organization, and the Agrifuture student group. The Board sponsors the groups by providing state staff to work with each organization.

Federal funds, membership dues, and donations are used to provide: state conferences and workshops which encourage civic, social, career, and leadership development of state officers and local members; resource people for career and leadership conferences to promote activities integral to the vocational curriculum; program supplies, materials, and programs to broaden occupational aspirations and opportunities for students. *Student organization activities are supported with federal funds only when they are an integral part of the vocational instruction* offered and supervised by vocational education personnel certified in the occupational area of the student organization. Student organizations include:

AGRIFUTURE: For post-secondary students enrolled in agriculture/agribusiness/natural resources and related occupations. Membership in 1979-80, 360.

DECA: DISTRIBUTIVE EDUCATION CLUBS OF AMERICA for students taking marketing, merchandising, and management courses in secondary and post-secondary schools. Membership in 1979-80, 879.

OEA: OFFICE EDUCATION ASSOCIATION for students enrolled in office education occupations in secondary and post-secondary schools. Membership in 1979-80, 854.

VICA: VOCATIONAL INDUSTRIAL CLUBS OF AMERICA for students taking trade, industrial, technical, and health education courses in secondary and post-secondary schools. Membership in 1979-80, 1,008.

WAHO: WISCONSIN ASSOCIATION OF HEALTH OCCUPATIONS for students enrolled in health occupations in secondary and post-secondary schools. Membership in 1979-80, 428.

WHE/RSO: WISCONSIN HOME ECONOMICS AND RELATED STUDENT ORGANIZATIONS is a voluntary state student organization, at the post-secondary level, supporting home economics and related occupational education. Membership in 1979-80, 501.

The Wisconsin Student Council of Technical Education (WSCTE) does not have a direct link to the WBVTAE. However, all student government representatives of VTAE districts belong to WSCTE. The organization's goal is to unify students and keep communication flowing among the districts.

ENERGY ALTERNATIVES

Wisconsin's vocational system is already preparing to train people in new occupations that result from alternate energy sources. District 1, Eau Claire, received a grant from the U.S. Department of Energy to build one of ten solar '80 homes in the Midwest. The design and working drawings for the home were developed by a team composed of an architect, a builder, a realtor, and District 1 instructors. Students in District 1's Wood Technics program built the home which includes: draperies controlled by a photocell which automatically opens then at daylight to allow light in and closes them at dusk to retain the radiant heat; a water-tempering tank that warms cold water from the water main with room air, reducing the water heater's job by five degrees; an active solar water heater; mass walls that absorb and retain heat; and many other of the latest energy-saving technologies.

District 1 trained its students to build the most modern and energy efficient of homes. The community is also learning from the project as real estate agents, homemakers, bankers, construction, and related workers attend seminars on the home.

District 1, Southwest Wisconsin, and Western Wisconsin Technical Institutes recently received solar furnaces as donations which will be used in the training of students in air conditioning technology.

Special skills will be needed for weatherization and production and installation of energy savers like triple-glazed windows, automatic flue dampers, electronic ignitors to replace pilot lights, and sophisticated temperature controls. Wisconsin's technical institutes will provide training for those special skills. Nicolet College in Rhinelander runs a class on construction of solar collectors, as well as short courses on wood, sun, and wind as alternative energy sources.

Northeast Wisconsin Technical Institute, Green Bay, is developing an alternate energy demonstration/monitoring facility that will serve as a training laboratory for students in construction trade programs like Architecture, Wood Technics, Electricity, and Model Building. The facility will demonstrate the latest energy technologies including solar, wind, wood, photovoltaic, envelope housing, and bio-mass. One of the more unusual short courses in energy, Earth Sheltered Housing, is offered at NWTI.

In 1980, Southwest Wisconsin Technical Institute successfully competed for an alcohol fuels grant from the Department of Energy. The one-year pilot project is for technical training and developing public awareness which will promote renewable liquid fuel energy independence for southwest Wisconsin.

Wisconsin Indianhead Technical Institute offers a program unique to the State, Facility Engineering Technician. Graduates of the two-year program will be employed in business, industry, and government to maximize efficiency of and minimize use of energy in facilities.

The shift to alternate energy forms means business is *not* as usual for government and commerce. VTAE institutions are providing special courses to help them adapt to new situations. For example, the increase in wood-burning stoves means a new kind of liability for home owners and their insurance carriers. So, Fox Valley Technical Institute offers a course on wood-burning devices especially for insurance agents. Many technical institutes offer courses for prospective state housing inspectors on the energy standards of the new Uniform Dwelling Code.

Northeast Wisconsin Technical Institute offers businesses an Industrial Energy Conservation Program to assist them in energy efficiency and conservation.

Besides preparing people for energy-related occupations and helping both consumers and businesses adapt to new energy sources, VTAE institutions set examples in energy conservation for their communities. Several years ago, Northeast Wisconsin Technical Institute received an award from the Federal Energy Administration for a 51% savings in natural gas consumption during the same year that the student population increased by 15%.

Madison Area Technical College has satellite facilities in Reedsburg and Portage designed to use two different systems of solar energy. When they were dedicated in 1978, they were the only examples in the United States of two buildings of similar size, serving similar purposes, located in the same geographic area, and using two systems of solar energy.

Fox Valley Technical Institute is building a Skills Center in Oshkosh which will open in 1982. The building will be a model of energy efficiency for the State featuring: an ice-maker heat pump which literally takes all the warmth out of water, leaving only ice behind; a solar air preheater; a solar water heater; natural lighting and ventilation; a radiant night heating system which utilizes warmth generated during the day in the building's shops.

The greatest employment demand for occupations related to alternate energy sources is further west than Wisconsin. But the state's VTAE system plays a decisive role in whether alternative energy equipment-producing industries locate in Wisconsin. The system stands ready to accommodate them.

INNOVATIONS IN INSTRUCTION

The innovative curriculum approaches in the VTAE system can be at least partly credited to the system's history. The continuation schools which began after 1911 had no existing curriculum to use. Recall Milwaukee Director Cooley's statement, "The needs of the students shall determine the curriculum." It must have been a teacher's bad dream at first. Each student was to receive instruction that would benefit him or her on the job. Yet, all the students had different jobs. The situation forced an individualized approach to education. For every class period, those early vocational instructors had to come up with a number of different lessons to match the different employment needs. The "open classroom" movement which began in the 1960's, in which a number of learning activities occur simultaneously, was not much different from the personalized lessons of the continuation schools.

During the Depression, Ivan Fay, an itinerant teacher trainer hired by the State Board of Vocational Education, actively encouraged teachers to try an innovation—"visual instruction." In one year, he traveled to 22 schools and 2 teachers' conventions urging agriculture departments to buy a "filmstrip machine."[14] Although the cost of even a single filmstrip projector was prohibititive for most schools during the Depression, the effort shows the thread of innovation that runs through the VTAE system's history.

Individualized Instruction. As early as 1929, Stout Institute (now UW-Stout) developed a course to teach teachers how to develop individual instruction sheets. Today, all 16 VTAE institutions utilize individualized strategies where appropriate. The State VTAE Board is committed to individualized instruction for a very important reason. It helps ensure that students really learn the essentials of the occupations for which they are preparing.

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[14] Floyd J. Doering, A HISTORY OF VOCATIONAL AGRICULTURE IN WISCONSIN, 1900-1976 (Madison: Wisconsin Department of Public Instruction, 1976), p. 39.

Competency-Based Education. Underpinning individualized instruction is Competency-Based Education. CBE is a way of organizing instruction based on what a worker really needs to know to be occupationally competent. When those competencies are determined, the learning is broken into a series of steps. The steps are sequential and each one builds upon the other. In CBE, students do not move on to another competency until they have thoroughly mastered the one that comes before. As one woman in a Machine Tool program says, "You do it over until you get it right." As part of its commitment to CBE, the Wisconsin Board of VTAE requires that all funded curriculum projects result in competency-based instructional materials.

The State Board of VTAE has joined V-TECS, a national consortium of 16 states that develops competency-based curricula. To develop competencies for an occupation, the V-TECS researchers interview workers to find out what job tasks they really perform.how much time they spend on various tasks, and what tools they use. This information is then arranged into a curriculum catalog as a sequential series of job duties. That is an oversimplification of the process, but it illustrates the point that Wisconsin's vocational-technical system is attempting to ensure that instruction is directly related to what goes on in the world of work. Since 1979, the State Board of VTAE has developed curriculum catalogs for Farm Manager, Maintenance Mechanic, Property Manager, Dental Hygiene, and Medical Records Technician programs. The Board has the use of the 80 other catalogs developed through V-TECS which it can make available to the local VTAE schools. (An additional 40 curriculum catalogs will be available in 1982.) *As excellent as the V-TECS curriculum catalogs are as a basis for curriculum, it is the local advisory committees that determine whether or not the competencies reflect local labor market needs.*

Validation Studies. Another way in which the WBVTAE ensures that curriculum accurately reflects the world of work is through validation studies. Over 25 validation studies have been conducted by the Research Coordinating Unit of the State Board in the recent years. Validation research verifies job tasks performed and the skills and knowledge needed to perform them. The studies obtain feedback from former students and their employers on VTAE programs to update curricula as needed. Examples of validation studies conducted recently include Electronics Technology, Surverying, Farm Training, Mechanical Design, Marketing, Secretarial Science, Accounting, Communication Skills, Dental Assistant, Food Service, and Auto Body. During 1980-81, studies were conducted by Milwaukee Area Technical College in Graphic Arts and by Madison Area Technical College in Heavy Equipment (Diesel) Mechanic.

Labor Market Needs. Changing a traditional curriculum into one that is competency-based requires a great deal of instructor time. CBE curriculum projects have been financed both by Vocational Education Act funds and by CETA. CETA program operators are interested in CBE and in open-entry/open-exit programs which have frequent entry dates—every six weeks, for example, as opposed to the traditional once-a-semester. CETA participants frequently have more success in CBE programs than in traditional programs because they can work at their own pace and the learning tasks build upon each other. (One of the reasons people fail in schools is that they are forced to move on with the rest of the class even though they may not have learned what they will need for subsequent lessons.) Open-entry/open-exit programs meet the needs of students who are anxious to get started with their training and admittedly to be done with it to get out into the working world.

The system is beginning to rely heavily on technology to individualize instruction and to provide CBE. Blackhawk Technical Institute has a program to enable Licensed Practical Nurses to receive Associate Degrees to become Technical (Registered) Nurses. The program is taught primarily through video and audio tapes. This allows students to work at their own pace and study during the times they are off work.

At Fox Valley Technical Institute, computer-assisted instruction is used in all divisions of the school to provide individualized instruction and testing for students. Students may use the computer as they might formerly have used worksheets. They type in their answers at the computer terminal and the computer immediately tells them if they are correct. If they are not correct, the computer will give the answer and refer the student to the lesson that should be reviewed. Exams are taken similarly. The computer is infinitely patient, does not play favorites, and never loses or forgets a score. Instructors can easily monitor students' progress and are freed from the clerical work of paper and test correcting to work individually with many more students than they would otherwise be able.

Computerized Libraries. Computer technology is contributing to the improvement of library services. A number of VTAE districts already have their combined collections cataloged on computer and utilize terminals in place of the old card catalog system. Plans are underway to make the collections of all 16 VTAE libraries available to all Wisconsin citizens through a computer linkage of their catalogs.

Televised Instruction. Providing courses that students may take by watching programs on their home televisions is the latest effort of the system to individualize instruction. The majority of students attending VTAE institutions are adults who work and/or have family responsibilities. Limited time in which to attend classes plus constraints on travel brought on by the energy crisis make home television coursework essential.

Milwaukee Area Technical College has been a leader among the 16 institutions in using television for instruction. In 1952, then-Director William F. Rasche petitioned the FCC to have educational Channel 10 allocated to MATC for educational programming. The request was approved and MATC still provides the area with top-quality educational programs on Channel 10. In addition, the station serves as a training laboratory for prospective television technicians and producers.

Recently, there has been a great growth in cable television service to the population of Wisconsin. In a few years, it will be available to almost all citizens in the State. This development, with its potential of making many channels available for educational purposes, will permit a much greater variety of educational offerings to be provided. The service capabilities of cable television will make it practical for most VTAE schools to offer courses via cable. Western Wisconsin Technical Institute in LaCrosse has already begun providing classes over cable television.

Studios and facilities of WMVS/WMVT, public television stations at Milwaukee Area Technical College, serve as learning laboratories for students in the Telecasting program.

The WBVTAE has encouraged television study by purchasing programs to be broadcast on local educational stations. The first statewide experiment was an adult T.V. high school series broadcast in 1980 over all Wisconsin's educational television stations to help students prepare for their high school equivalency diploma examination. Enrollment was 1,668. That first success led to the statewide broadcast of "Marketing Perspectives" and "DC Circuits" in the Spring of 1981. Some VTAE institutions are writing and producing their own educational programs for broadcast. These technologies plus the developing technology of satellite communications mean that the possibilities for providing even more programs via home television are limitless.

CORRECTIONS EDUCATION

The importance of vocational training for people in correctional facilities has brought about a natural linkage over the years between VTAE districts and correctional institutions. This natural linkage will continue to grow as evidenced by the planning for a new state correctional facility at Oshkosh, which is scheduled to open in December, 1985. State administrators consulted with Fox Valley Technical Institute before construction of the facility began so that the physical plant would be appropriate for the vocational-technical training FVTI would eventually provide.

ADMINISTRATION

LOCAL BOARDS

Wisconsin's Vocational, Technical and Adult Education districts are governed by local boards. Local boards were an integral part of the 1911 legislation. The rationale for them was to ensure that the course of vocational education would be guided by lay people who were knowledgeable about the world of work. The boards were to be appointed by existing governing bodies to ensure equal representation of management and labor and to ensure that board positions would be filled with people genuinely interested in nurturing quality vocational education programs.

A goverance bill, Chapter 269, Laws of 1981, was passed by the Wisconsin Legislature in 1982 which altered the traditional composition of local VTAE boards. Previously, local boards had been composed of seven members—two employers (those with power to hire and fire), two employees, two members at large, and a local school district administrator (superintendent) from one of the public school districts. Members were appointed for staggered six year terms, except for the school district administrator who served a two year term. There were no restriction on the number of annual successive terms for the board chairpersons.

Chapter 269, Laws of 1981, included a provision whereby, effective July 1, 1983, the composition of local boards would be modified to include three employers, three employees, two members at large and the local school administrator. Additionally, any two of these nine members would be required to hold an elected office locally. All members would have staggered three year terms. Finally, no chairperson would be able to serve more than two successive full annual terms. (See also "Future Governance.")

As had been the case before passage of the 1982 VTAE governance bill, the local VTAE board in thirteen of the sixteen districts is elected by appointment committees consisting of county board chairpersons. In the remaining three districts—Fox Valley, Milwaukee, and Southwest Wisconsin—committees of presidents of local school boards elect the boards.

One of the first actions required by the original legislation is that the local appointment committees publicly announce board vacancies and invite citizens to submit names of individuals for consideration. Each appointment committee must then formulate a plan of representation based on the geographic distribution of population and the distribution of women and minorities within the district. (The plan must include supporting documentation.)

At least seven days before the appointment committee meets, the meeting date, time, place, and the names of individuals to be considered for appointment must be published. A public hearing must then be held to discuss the qualifications of those being considered. It is only after this public hearing has been held that the appointment committee may take action.

The State Board of Vocational, Technical and Adult Education has the legislative responsibility to certify that the actual appointments comply with the plan of representation. (Similarly, the plan itself must be certified as fulfilling the spirit and intent of the statute.)

This precise manner of appointing local VTAE district boards enables citizens to make their preferences for candidates known and to speak publicly for or against proposed appointees. The required apportionment plan helps ensure that the board represents a true cross section of each district's citizenry.

A district director administers local and state board policies in each of the 16 Wisconsin's VTAE districts. The function of the district director is defined by law (Sections 38.04, 38.12, Wis. Stats.). The director is the chief administrator with responsibility for supervising the entire district program. Although each district has a director, a variety of administrative structures exist below the level of director. Each administrative configuration reflects the needs and philosophy of the particular district.

STATE BOARD OF VOCATIONAL, TECHNICAL AND ADULT EDUCATION

At the state level, the Wisconsin Board for Vocational, Technical and Adult Education formulates a state five-year plan which spells out criteria and standards for district operation. In addition, the State Board is responsible for ensuring adequate financial support of occupationally related programs and courses.

The present State Board of Vocational, Technical and Adult Education has had four names in its 70-year history. Each name change reflected a broadening of its role. The State Board of *Industrial* Education was established in 1911 to supervise Wisconsin's continuation schools for students who had quit high school. To reflect that more than industrial education was being taught in the continuation schools, the name was changed to the State Board of *Vocational Education* in 1917. At the same time, the continuation schools became vocational schools. In the 1930's, the student body of the vocational schools shifted from youngsters, 14-16 years old, to adults. To reflect the new adult student population, the Board became the State Board of Vocational *and Adult* Education in 1937. During the 1950's, two-year technical programs developed because business and industry required workers with significant education and training, but less than a Baccalaureate degree. Technical programs filled that need, so in

1965 it became the Wisconsin Board of Vocational, *Technical* and Adult Education.

Wisconsin was the first state in the United States to have a separate board for vocational-technical education. (Six other states have followed the example.) In most other states, however, vocational-technical education is subsumed under a general state board of education. It is no coincidence that Wisconsin also has the most comprehensive system of post-secondary vocational-technical institutions in the nation. The separate board for vocational education has enabled it to flourish not as an "aside" to general education, but as a very specialized kind of higher education unto itself. Throughout the system's history, there have been attempts to merge the VTAE Board with other boards or to centralize the system. In a 1969 statewide referendum, voters rejected a state system of vocational education. The results of similar efforts have been the same. Local citizens, students, and representatives of business and labor have stood firm in demanding that the system remain separate to deliver the same number and quality of occupational programs.

The Wisconsin Board supervises the occupational preparation programs of the 16 VTAE Districts in the State. The Board has statutory responsibility for initiating, developing, and evaluating occupational programs. The State Board has 12 members—3 employers, 3 employees, 3 farmers, and as ex officio members, the State Superintendent of Public Instruction, the Secretary of the Department of Industry, Labor and Human Relations, and the President of the Board of Regents of the University of Wisconsin System. With the exception of the State Superintendent of Public Instruction, Wisconsin's VTAE Board is appointed by the Governor. (The two other ex-officio members, the Secretary of DILHR and the UW Board of Regents President, are appointees of the Governor.)

Robert Sorensen, Ph.D., State Director of Vocational Education, is the Board's executive officer. The Director is responsible for all administrative and supervisory matters, including the development, implementation, and evaluation of all program plans. The State Board staff carries out the Board's policies and assures conformity with state and federal laws.

The Wisconsin Board has four standing committees:

- An *Executive Committee* has the power of the Board when the Board is not in session;
- A *Facilities and Finance Committee* which reviews budget and facility needs;
- A *District-State Relations Committee* which reviews organizational matters affecting relations with the districts, and
- An *Education Committee* which approves the initiation or discontinuance of occupational education programs.

Major State Board staff responsibilities are divided between two divisions. The *Division of Administration and Planning* is responsible for budget preparation, long range planning, and the provision of support staff services such as clerical, data processing, personnel, and policy and management analysis. The *Division of Program and Economic Development* is responsible for occupational and education programs and for educational programs for people with special needs. It performs research, professional development, and curriculum services. It monitors district program activities for accountability and program improvement and coordinates system offerings with other educational systems.

The Board is advised on vocational education by the Wisconsin Advisory Council for Vocational Education which evaluates and reports on the system's educational programs, and assists the Board in developing the long range and annual plans. (See "State Advisory Council.")

ADVISORY COMMITTEES

A quarter of a century ago Wisconsin's Governor Walter Kohler, Jr., wrote:

> We in Wisconsin feel that certain aspects of our vocational education program are unique. We are proud of its development because it is a product of the people. It was inititated through a series of studies made by lay people, legislators, and educators. It has continued to function with leadership from the same groups of people. The result is that it reflects that character of our state.[15]

In stressing the involvement of lay people in the vocational-technical system, Governor Kohler was highlighting one of the system's major strengths. That involvement of the people continues today through an extensive system of advisory committees. This year, 10,328 citizens sit on 1,059 advisory committees in the State's VTAE districts. At the state level, 26 members of the Wisconsin State Advisory Council provide feedback and information to Wisconsin's Board of VTAE. To educate employees, an accurate knowledge of the work place is essential. Therefore, every occupational program funded through the Wisconsin Board of VTAE is required by federal law and state policy to have an advisory committee.

Advisory committees were built into the vocational-technical system from the start. In his report to the Legislature in 1911, Charles McCarthy urged the establishment of committees of employers and employees for the vocational schools he was proposing. The committees were necessary, he said, to keep instruction oriented to work and to prevent it from becoming too theoretical. The first advisory committees were established in Racine, 1913, and Eau Claire, 1916.

In World War II as the State's vocational schools were engaged in intensive training for war production, the importance of advisory committees was reaffirmed, particularly as the schools offered new or different types of programs than they had previously.

Advisory committees consist of representatives of business and industry, other agencies, interested community members, and graduates. Membership of both management and labor makes the committees truly representative. The committees help establish new programs and evaluate ongoing curricula. Committees keep vocational-technical institutions informed on the latest developments and equipment in their fields. Committees share their knowledge of what business and industry needs immediately and what is coming in the future. Some committees assist in placement of graduates and virtually all help establish local training standards. They provide support to the program and institution and serve as advocates in the community. From the institution's point of view, the advisory committee is a channel through which it can communicate its needs and its capabilities to the public.

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[15] "The Journal Salutes Wisconsin," AMERICAN VOCATIONAL JOURNAL (Vol. 31, No. 6, September, 1956), p. 6.

Advisory committees were considered important enough that Sec. 38.14 (5), Wisconsin Statutes, provides statutory recognition for the use of local advisory committees.

The administrative policy of the State Board of Vocational, Technical and Adult Education relating to advisory committees *mandates* such committees for all degree, diploma, and certificate programs. Each occupational committee must, by statute, be composed of an equal number of employers and employees who represent the occupation.

The committees must meet at least once a year, and minutes are to be sent to the State Board. While advisory committees are required for occupational preparation programs, they are encouraged for other types of programs such as continuing education. It is clear from the WBVTAE policy document on advisory committees that vocational-technical institutes are expected to maintain active advisory committees that truly capitalize on the expertise of community members.

Unlike many institutional traditions, advisory committees have not outlived their usefulness. They are probably even more essential now than in the past. The constantly shifting patterns of work and the breakneck pace of technology make two-way communication with business not just important, but critical. In the near future, it is likely that members of business and industry will not have to be asked to serve on advisory committees; they themselves will seek out membership for mutually beneficial reasons. While VTAE institutions gain through their competence and knowledge, members of the business community stand to gain employees whose training is complete and up-to-date and who will contribute significantly to the productivity of their respective enterprises.

STATE ADVISORY COUNCIL

The local advisory committees are mirrored at the state level by the Wisconsin Advisory Council on Vocational Education.

The Council was formed when the federal Vocational Education Act Amendments of 1976 mandated, "Any State which desires to participate in the programs under this act for any fiscal year shall establish a State Advisory Council...." The members are appointed by the Governor.

The federal requirements stipulated that the State Advisory Council be composed of the general public including at least one representative each of business, industry, labor, and appropriate representation of both sexes and the racial and ethnic minorities of the state.

The Advisory Council's responsibilities include both post-high school and high school vocational education programs. Although it is not directly involved in the development or delivery of programs, the Council has been involved in planning and evaluation, notably the five-year state plans for vocational education and the annual report on Wisconsin's vocational-technical education. It has sponsored a variety of vocational education research projects such as the comprehensive study, "Follow Up of High School Non-Completers 1967-76," which, among other things, examined the high school dropout phenomenon in relation to vocational education and employment. Studies released in 1984 included "Wisconsin

Vocational and Guidance Services Survey," "Wisconsin High School Student Organization Advisors," and "Collaboration Between High Schools and the VTAE System," and others.

The Council is headquartered in Madison.

FINANCING THE VTAE SYSTEM

Local VTAE institutions receive funds from four major sources: local property taxes; state aids; federal funds; and student fees. The projected budget and revenue figure for 1980-81 for all 16 VTAE institutions amounts to almost $276 million. Figure XIV shows the sources of revenue.[16]

Figure XIV

PROJECTED SOURCES OF REVENUE FOR WISCONSIN'S VTAE SYSTEM 1980-81

Local Property Tax =
$133,607,997

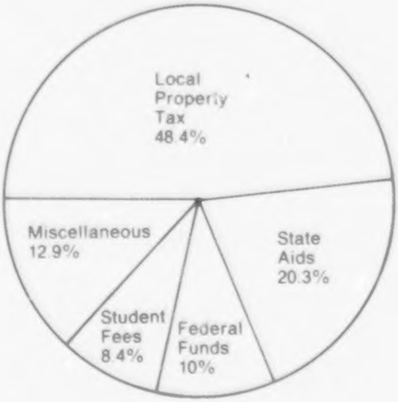
State Aids =
$55,898,838

Federal Funds =
$27,574,454

Fees for Programs
and Materials =
$23,321,519

Miscellaneous and
Transfers =
$35,380,604

Total = $275,783,412



LOCAL PROPERTY TAX

By Wisconsin law, each VTAE district must have a budget meeting every year in June. Prior public notice of the proposed budget and the annual hearings must be given so that interested citizens may testify for or against the proposed budget. When the budget has been approved by the local board, an estimate is made of how much state aid, federal funds, and student fees will be available. The estimated remainder of the budget will be paid from the local property taxes. The tax is levied on the equalized valuation of all property in a VTAE district, figures for which are furnished by the state Department of Revenue.

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[16] COST ALLOCATION SUMMARY 1980-81 (PROJECTED) (Madison: Wisconsin Board of Vocational, Technical and Adult Education, 1980), Schedule A-2.

By Wisconsin law, a VTAE district can levy no more than 1.5 mills for operations or $1.50 to every $1,000 of equalized valuation. (The range in 1981-82 was from a low of .86470 mills to a high of 1.44478.)

STATE AIDS

Only courses or programs for occupational preparation or upgrading are eligible for state vocational aids. Aid is based on the number of full-time equivalent students enrolled at a vocational-technical institution. A full-time equivalent (FTE) student represents 30 credits in 1 year. One student attending full time taking 30 credits would amount to 1 FTE. Two students taking 15 credits would also equal 1 FTE. However, the trend is to more and more part-time students. So on the average, it takes eight students to amount to one FTE.

This is a significant problem for the system in that support services provided to students from counseling to testing to registering to record keeping are costly. A district recieves the same student aid for 1 person taking 30 credits as it does for 5 students taking 6 credits each.

Different types of occupationally related programs have different price tags. The program types are listed from highest to lowest in terms costs per potential hour of instruction projected for 1980-81.[17]

Vocational Diploma programs on the average cost $4.45 per potential student hour of instruction.

Associate Degree programs on the average cost $3.88 per potential student hour of instruction.

College Parallel programs on the average cost $3.75 per potential student hour of instruction.

Continuing Vocational Education programs on the average cost $3.72 per potential student hour of instruction.

FEDERAL FUNDS

Federal funds for vocational education come almost exclusively from the Vocational Education Act Amendments. Wisconsin received $17,170,999 in federal monies for schools in fiscal year 1980-81. Forty percent of that went to the Department of Public Instruction to support vocational programs and services in Wisconsin's high schools. Some was used to defray the cost of the State Board of VTAE staff. A portion was allocated to the Vocational Studies Centers at UW-Madison and UW-Stout. The remainder was allocated through projects submitted by local VTAE districts. The areas of funding include:

Basic Grants (to extend and only where necessary *maintain* local existing programs)
Program improvement and support services
Programs of national significance
State planning grants
Special programs for handicapped and disadvantaged

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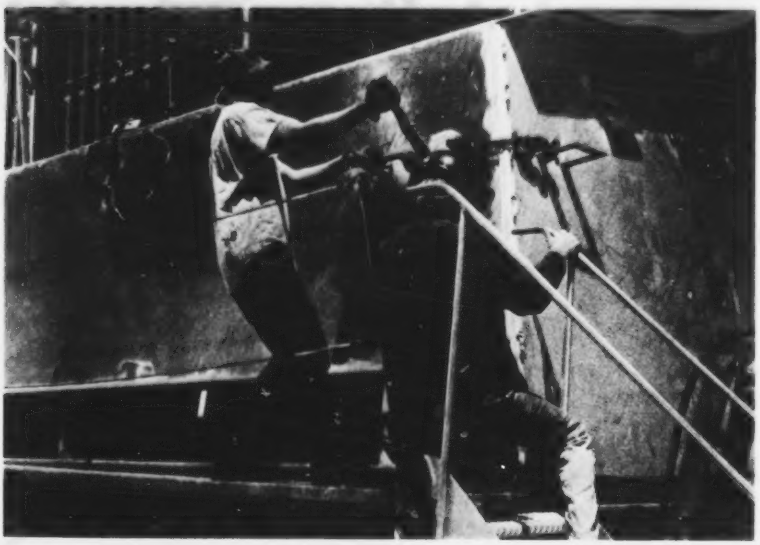
[17] Ibid., p. 1.

Consumer and homemaking
Bilingual training
State advisory councils
Smith-Hughes Act (a permanent appropriation since 1917)

Federal funds are meant to stimulate new programs and projects to meet the needs of special groups.

TUITION

Tuition accounts for the smallest portion of revenues among the four sources. Originally, vocational school courses were free of charge as are high schools. In 1975, student tuition was charged for the first time. There are still no fees for students enrolled in Adult High School, Adult Basic Education, or English As A Second Language. Those 62 or older pay greatly reduced fees. All student fees are set by the State Board Vocational, Technical and Adult Education, except those for personal enrichment courses which are set locally.



MARITIME WELDING — Students in Northeast Wisconsin Technical Institute's Maritime Construction Vocational Diploma program attain basic shipbuilding skills with emphasis on practical shop experiences and shipyard management, supervisory responsibilities and occupational safety. Work skill areas such as the one pictured include burning, welding, shipfitting, pipefitting and outside machinist trades. (Photo by Carol Janus)

HOW BUDGETS ARE SPENT

Without exception, the majority of the operational budgets of Wisconsin's 16 VTAE districts is spent on instruction. The percentages range from 62.2% to 72.4% of the total budget. Figure XV shows the statewide average of how operating budgets are allocated.

Figure XV

OPERATING BUDGET ALLOCATIONS[18]

Instruction
$132,639,807 or 67.4%

Instructional Resources
$7,104,655 or 3.6%

Student Services
$14,117,875 or 7.2%

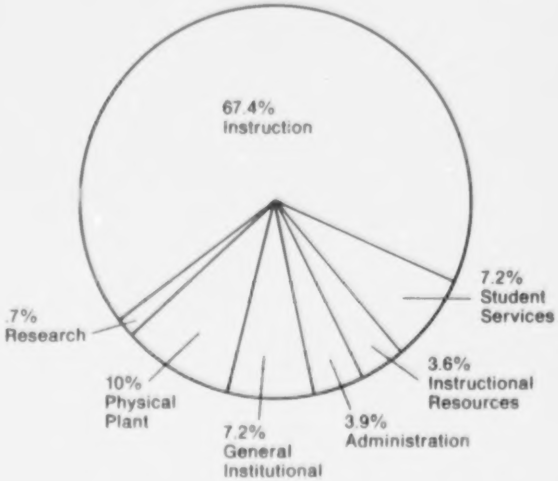
Research
$1,457,939 or .7%

Administration
$7,663,543 or 3.9%

General Institutional
$14,103,362 or 7.2%

Physical Plant
$19,761,621 or 10%

Total = $196,848,802



RELATIONSHIPS WITH OTHER AGENCIES

Wisconsin's three major branches of education, the State Board of VTAE, the Department of Public Instruction (for elementary and secondary education), and the University of Wisconsin System cooperate in a number of ways. Both the President of the University of Wisconsin Board of Regents and the State Superintendent of Public Instruction are ex officio members of the State Board of VTAE. Similarly, the President of the State Board is an ex officio member of the UW-Board of Regents, as is the Superintendent of Public Instruction. This means that all three branches have opportunities to coordinate and complement their efforts at the highest policy-making levels.

THE UNIVERSITY OF WISCONSIN SYSTEM

A great deal of the mutual planning that goes on between the VTAE system and the University of Wisconsin system is carried out by three joint committees established in 1972—the Joint Administration Committee on Continuing Education, the Joint Administration Committee for Academic Programs, and the Joint Administration Committee on Physical Facilities. All three are advisory and report to both the President of the UW System and the State Director of WBVTAE. (See the 1970's.)

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[18] Ibid., Schedule A-1.

UNIVERSITY RESEARCH CENTERS

Another link between the VTAE System and the UW System is to be found in the Vocational Studies Center UW-Madison and the Center for Vocational, Technical and Adult Education at UW-Stout. Both Centers were initiated in the early 70's at the request of State Director Eugene Lehrmann. Both Centers began with federal funds adminstered by the State Board. UW-Stout is a "Special Mission" institution within the UW System. (From 1911-1955, the State Board of Vocational Education was the board of trustees for Stout Institute.) It is charged with maintaining a special relationahip to the VTAE system.[19] The relationship frequently translates into evaluation and research services.

The Vocational Studies Center at UW-Madison is also a source of research in vocational education. It is particularly known nationwide for printed materials and consulting services relating to vocational-technical education for handicapped and disadvantaged students. In addition to research and development activities, the Vocational Studies Center provides services such as the Free Loan Library, *Vocational Educator* magazine, Wisconsin Occupational Information System, the Senior Survey, and many others.

Both centers continue to receive Vocational Education Act funds from the State Board of VTAE.

DEPARTMENT OF PUBLIC INSTRUCTION

While the VTAE system is concerned with post-secondary education, the Department of Public Instruction's Bureau for Vocational Education administers vocational education in Wisconsin's high schools. In 1981, 275 of Wisconsin's 434 high schools had vocational education programs.[20] Twenty percent of those are considered comprehensive—that is, having "occupational preparation" programs in the six occupational areas of Agriculture, Business, Distributive Education, Health, Home Economics, and Industrial Education.

High school vocational programs (funded) are administered by a Local Vocational Education Coordinator. LVEC's are charged with supervising vocational programs, conducting planning and evaluation activities, and serving as liaisons between high school districts and the Department of Public Instruction.

Prior to the passage of the federal Vocational Education Act of 1963, all vocational education in the state was supervised by the Wisconsin Board of Vocational, Technical and Adult Education. (State Board supervision extended even to the agriculture and home economics programs of rural high schools.)

In 1965, utilizing funds from the federal Vocational Education Act, DPI launched a three-year vocational education pilot program in 34 high schools. The pilot program proved successful, and in 1967 the authority for secondary vocational programs was transferred from the Wisconsin

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[19] MISSION OF THE UNIVERSITY OF WISCONSIN SYSTEM (Madison: University of Wisconsin System, 1974), p. 18.

[20] "Wisconsin Secondary Vocational Education Status Report" (Madison: Wisconsin Department of Public Instruction, 1981), p. i (processed).

VTAE to the Department of Public Instruction's Bureau For Vocational Education, then known as the Vocational Education Program Unit. DPI receives 40% of the Vocational Education Act funds that come into Wisconsin. (The division of VEA funds between DPI and VTAE is based on Department of Labor data on age groups 15-17, 20-24, and 25-65 within the total population.) In 1979-80, out of a total of $14,752,772 in VEA funds, $5,901,108 went for secondary programs. Like those of the post-secondary system, high school *vocational* enrollments have grown dramatically.

(In 1982, a new concept was initiated to give high school students more vocational-technical training opportunities. The concept was known as "Pool Funding." It meant that some of the dollars coming into Wisconsin from VEA would be set aside for projects which would give high school students opportunities to attend VTAE classes either in groups or individually, either on their own campus or at their VTAE campus. Pool fund appropriations were $1 million for 1982-83, $1.5 million for 1983-84 and $2 million for 1984-85.)

A primary objective for secondary vocationap programs is to prepare students for immediate employment upon graduation. The majority of the high school vocational program graduates seek and find work upon graduating.

In 1966, 2,260 high school students graduated from approved secondary vocational programs; in 1979, that number had grown to slightly over 25,000 graduates.[21] Approximately 15% of Wisconsin's high school graduates go on to post-secondary VTAE programs. The Secondary Vocational Evaluation Project conducted by UW-Stout Vocational Studies Center for the Department of Public Instruction showed that in 1978, 20% of the students who completed a high school vocational program enrolled in VTAE; 14% of those without high school vocational educaton enrolled in VTAE.[22] Data collected in 1982 show that one year after graduation, forty-one percent of those who completed high school vocational programs are enrolled in VTAE.[23] It is apparent that participation in a high school vocational education program encourages students to go on to VTAE training.

IMPACT OF HIGH SCHOOL VOCATIONAL EDUCATION ON POST-SECONDARY PROGRAMS

The UW-Stout Vocational Studies Center also recently studied the *impact* of high school vocational education on post-secondary programs. The sample included 800 students from four VTAE districts. The study concluded:

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[21] Vocational Education Handbook for Secondary Schools in Wisconsin (Madison: Wisconsin Department of Public Instruction, 1979), p. 1-10 (processed).

[22] Dorothy Dale, COMPOSITE EVALUATION REPORT FOR SECONDARY VOCATIONAL EDUCATION IN WISCONSIN, 1977-78 (Menomonie: University of Wisconsin-Stout Center for Vocational, Technical and Adult Education, 1978, 1979).

[23] Dorothy Dale, *et. al.*, THE FOURTH ANNUAL COMPOSITE EVALUATION REPORT FOR WISCONSIN SECONDARY VOCATIONAL SCHOOLS, FY 81 (Menomonie: University of Wisconsin-Stout Center for Vocational, Tecnical and Adult Education, 1982).

> There is a tendency for students who take a secondary vocational education program to enroll more frequently in post-secondary VTAE programs, especially Associate Degree programs, than students who participate in other programs in high school.
>
> Students with a high school vocational education background make significantly fewer program changes while attending a VTAE school.
>
> Vocational education graduates report significantly more relationship between their high school and VTAE programs than students who enrolled in other high school programs.
>
> There is a slight tendency for females who enrolled in a high school vocational program to more frequently select a nontraditional program at the post-secondary level.
>
> Students who enroll in a high school vocational educational program report that they have more knowledge of how to obtain and keep a job.[24]

Relationship of High School to VTAE Program

When asked, "How can you use the skills and knowledge you learned in your high school program in your VTAE program?", the most frequent response given by students was that they could use them to move more rapidly through their coursework.

Ninety-two percent of the students with high school vocational education indicated the skills and knowledges acquired in their high school program were related to their present progrms. In contrast, 29% of those without a high school vocational education program said their high school program was directly or somewhat related to their VTAE program. A majority of those *without* high school vocational education (55%) indicated their high school program was *not* related to their post-secondary VTAE program. The differences in these response patterns were statistically significant. Those who had completed vocational education programs in high school or had enrolled in a series of practical arts course tended to enroll in Associate Degree programs more frequently than those who did not have these experiences in high school.

Satisfaction With High School Vocational Education Program

VTAE students who had participated in a high school vocational education program reported significantly more satisfaction with their high school program than those who had enrolled in a practical arts sequence or in a general education program in high school.

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[24] Orville Nelson, "Impact of High School Vocational Education on Post Secondary VTAE Programs (Menomonie: University of Wisconsin-Stout Center for Vocational Technical and Adult Education, circa 1980), p. 3, (processed).

Impacts on Career Development

Students who had had high school vocational education reported receiving significantly more help in career planning and development in high school than the general education group. The vocational students also received significantly more help in learning how to acquire and keep a job.

ARTICULATION

Articulation is the term used to describe the coordination and cooperation that takes place between the VTAE system and the DPI. Although articulation reduces unnecessary duplication, its most important function is to help provide a smooth transition for students as they move from one educational level to another. For example, where articulation efforts have taken place, a student who has had basic welding in high school will have all the skills he or she needs to enter more specialized welding courses at a technical institute. The student will not have to go over information already learned as there is an orderly sequence between the high schol and post-secondary curriculum.

Articulation can occur in curriculum, sharing of faculty, and sharing of facilities. Almost all articulation projects in 1980-81 were curriculum projects to convert traditional curricula into competency-based formats. Blackhawk Technical Institute Distributive Education instructors worked with instructors from district high schools on competency-based Distributive Education materials. A similar project at Waukesha County Technical Institute brought together Auto Mechanics, Food Service, and Welding instructors from high schools and WCTI. Articulation projects were carried on in 11 other districts as well.

The State Board of VTAE invested $32,000 in VEA funds in 1980-81 for articulation activities in 13 VTAE districts. Two to three times that amount was invested locally for these articulation efforts.

In addition to articulation activities, VTAE institutions and high schools cooperate to provide instruction in two ways—contracting and providing VTAE instructors to high schools. Contracting is a practice whereby a high school sends a single student or an entire class to a technical institute for one or several courses. Contracting is used by high schools that wish to enrich vocational education opportunities for students or that are uanble to hire an instructor for the needed vocational class(es). High schools pay tuition for the students' attendance in VTAE classes. Nine VTAE districts contracted with high schools in 1979-80 to serve 1,576 secondary students. Because of the unavailability of certified high school health occupations instructors, high schools may request VTAE instructors. This is not limited to health occupations although health is the most common example. In 1979-80, 30 VTAE instructors taught health occupations courses in high schools to 804 secondary students. At the same time, VTAE schools frequently hire high school instructors to teach night classes. The pool funds described earlier have increased the possibilities for shared activities.

FACILITIES SHARING BETWEEN HIGH SCHOOLS AND VTAE DISTRICTS

Another study was conducted by the Center at UW-Stout in 1979 in response to expressed concerns that high schools and technical institutes were duplicating each others' facilities. The UW-Stout survey examined how extensively high school facilities are utilized for VTAE adult education.[25] Of 143 Local Vocational Education Coordinators (LVEC's) responding, 91% reported their elementary or secondary laboratories and classrooms had been used for VTAE courses. The type of facilities most often used were laboratories for agriculture, industrial education, home economics, and business/office education.

Eighty-two percent of the coordinators indicated that courses to improve vocational skills were offered. Two-thirds indicated that their facilities were used to develop employability skills. Career exploration was provided in 31% of the high school facilities. Avocational courses were also checked frequently, 89%.

The UW-Stout study concludes, "The data from this survey... indicate extensive usage of LEA (Local Education Agency) facilities for adult education. Therefore, caution needs to be exercised in raising the charge of duplication of facilities. In many areas of Wisconsin, the local school districts' facilities are the only ones available in the immediate area for the adult vocational education programs. In addition, of course, they serve the high school students' needs for vocational education."

FUTURE TRENDS IN VTAE/DPI COOPERATION

In 1978-80, the number of students between the ages of 16 and 18 who were not enrolled in high school, who did not have diplomas, but who were enrolled in a VTAE district was 1,911.[26] A recent revision in Wisconsin's Compulsory Attendance and Truancy Laws (Chapter 298, Laws of 1979) means that more high school students may be served by VTAE districts. Chapter 298 raised the age of compulsory attendance throughout the state to age 18. Previously, students age 16 and over who did not have a VTAE institution within their school districts were exempted from attendance. The law provides that any student over age 16 may, with approval of parent or guardian and the school board, attend the nearest VTAE institution or the student may drop out. In these cases, the school board and VTAE district must contract to provide the services the student desires until age 18.

The historical significance of this legislation cannot go unnoticed. Vocational education in Wisconsin was initiated to serve out of school youths and adults. Through compulsory school attendance legislation, the focus of vocational schools effectively shifted during the Depression from serving youths in continuation classes to serving adults in need of training and retraining. Today, high school leavers again look to VTAE institutions for education. If resources remain stable, VTAE districts will continue to serve *both* groups, high school leavers and adults. (See also "Vignette: Robert Sorensen.")

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[25] "Post-Secondary VTAE Utilization of Elementary and Secondary School Facilities in Wisconsin" (Menomonie: University of Wisconsin-Stout, 1980) (processed).

[26] Letter from Robert Sorensen, Ph.D., State Director of Vocational, Technical and Adult Education to Representative Richard Flintrop, Chairperson, Assembly Education Committee, December 1, 1980.

U.S. DEPARTMENT OF EDUCATION

The federal Department of Education was established in 1980. Previously, the agency had been part of the Department of Health, Education, and Welfare (HEW). The State Board cooperates with the Department of Education to administer and be accountable for Vocational Education Act Amendment funds. The federal government has rigorous requirements for planning and evaluation, all of which the State Board carries out.

DEPARTMENT OF INDUSTRY, LABOR AND HUMAN RELATIONS (DILHR)

The State Board of Vocational, Technical and Adult Education and the Department of Industry, Labor, and Human Relations cooperate in the training and employment of Wisconsin's 8,000 indentured apprentices. The Department of Industry, Labor, and Human Relations supervises all aspects of the indenturing of apprentices. Almost all of Wisconsin's apprentices receive their related classroom instruction in local VTAE institutions. DILHR's Job Service unit has worked closely with the State Board and the Department of Public Instruction over the years. When DPI was planning for delivery of high school vocational education during the 60's, for example, Job Service provided much of the demographic data and made many special surveys and studies for the effort.

EDUCATIONAL APPROVAL BOARD

The Educational Approval Board is attached to the Wisconsin Board of Vocational, Technical and Adult Education for administrative purposes, but it functions independently. Its major functions are to approve all institutional courses and programs for veterans' benefits and to supervise and approve proprietary (private, for profit) vocational schools for licensed trades, except cosmetology. The Educational Approval Board is composed of up to seven members who represent state agencies and others interested in educational programs. Members are appointed by the Governor. Although there is no statutory requirement that the State Board of Vocational, Technical and Adult Education be represented on the Board, Eugene Lehrmann, State Director Emeritus, is a current member, and state VTAE staff regularly attend meetings to maintain communication.

HIGHER EDUCATIONAL AIDS BOARD

The Wisconsin Board of Vocational, Technical and Adult Education is represented with other post-secondary agencies on the Higher Educational Aids Board. Grants, loans, and work-study allocated by the HEAB assist needy students to attend VTAE schools. These resources have grown from $2,500 for the system in 1964 to an estimated $28,000,000 awarded to students in 1980-81. (Financial aid is designed to *supplement* the resources of the student.)

The WBVTAE also maintains cooperative relationships with a variety of agencies, labor unions, and professional organizations too numerous to mention.

THE LOCAL-STATE-FEDERAL TEAM

The VTAE system is one of the best possible examples of a healthy partnership between local, state, and federal levels of government. Each plays a distinct and important role in providing hundreds of thousands of Wisconsin people with job skills.

Vocational institutions have historically been local schools. From the beginning when they were operated by cities, to the present when they serve multiple counties, they have been operated primarily to meet local employment and education needs. Each local board is appointed according to a representation plan; in addition to including an equal number of employers and employees and a public school administrator, the board membership must reflect a district's population grouping, including numbers of women and minorities.

The Wisconsin Board of VTAE is responsible for coordinating the establishment of a long range plan for vocational, technical and adult education in Wisconsin. New VTAE program requests are considered against a current five-year plan. The State Board spells out criteria and standards for VTAE district operation. Finally, it is the responsibility of the State Board to provide adequate financial support for post-secondary occupational programs.

The local VTAE boards must follow state policy for occupational preparation programs, however they are free to offer any non-occupational courses local citizens deisre. Fees for non-occupational courses are set by the local boards. The trend is for the non-occupational courses to be offered on a cost-recovery basis. Given this degree of autonomy, VTAE insititutions have been able to be extremely responsive to local needs.

The rationale for state approval and partial financing of occupational programs is that many occupational programs have implications beyond a single district, influencing labor supply and demand in other parts of the State. The State Board's long range planning helps ensure that occupational programs are located where they are most needed. This planning also helps to geographically distribute expensive programs, like truck driving, to give students across the State fairly equal access to them.

The federal government plays an important role in Wisconsin's VTAE system by providing funds primarily through the Vocational Education Act Amendments to support planning, development, and initiation of new or improved programs. (The State Board is the sole agency in Wisconsin designated to administer VEA funds.) Federal funds enable Wisconsin's VTAE system to respond to the training needs of the nation, as well as the state and local communities. As was suggested earlier, federal funds enable state and local programs to go far beyond what they might accomplish with their own resources alone. Yet without local systems already in place, the federal funds would be inadequate to create a significant impact. Federal, state, and local vocational-technical education initiatives are mutually supportive.

Robert P. Sorensen, Ph.D., State Director, 1979 to the present

Robert P. Sorensen

SORENSEN: A Vignette

Robert P. Sorensen was born in Menominee, Michigan, on July 3, 1937, the eldest of three children. His father was a contractor and owned a garage, so early in life he developed an interest in mechanics and construction. His hometown high school in Menominee further reinforced his interest in a technical career. Sorensen says his high school vocational program was outstanding. "In fact, many Wisconsin high schools in 1981 would envy what was there in the mid 50's." (Most other states have concentrated their vocational-technical training at the high school level.) He followed the vocational track, intending to enter the skilled workforce directly out of high school. However, during his Senior year, the family moved to Milwaukee and at Riverside High School, he found far less emphasis on vocational programs and considerably more on college preparation. His drafting courses in Michigan had taken him past the high school courses available in Milwaukee, so he was allowed to set up his own design drafting program. "I remember working alone in a classroom with a teacher during his preparation time. We developed the curriculum as I went along studying."

Before the move, a drafting instructor in Michigan had encouraged him to consider Stout Institute. That plus his coursework and the emphasis of his new high school on college preparation, led to his enrolling at Stout, now UW-Stout. In 1960, he became of the institution's first graduates in Industrial Technology. He also completed an industrial education degree at Stout and began work on a Master's degree. Later he would receive a Doctor of Philosophy degree in Educational Administration from the University of Wisconsin-Madison.

Like his predecessor, Eugene Lehrmann, Sorensen began his professional career at the Wausau Vocational School. He tells of interviewing with Director Lawrence Hoyt whose "convincing ways" led to the signing of a contract in 1961.

> The first class I was taken down to by my supervisor, Mr. Sirek, [later, Director at Fox Valley Technical Institute] was a compulsory education class in mathematics. I had in that class students who ranged from 35 year olds returning from the service who didn't have high school diplomas and had very little math or English background to students who were there under the compulsory education law. That was an interesting experience because I recall asking on the second day where a certain student was and I was told. 'Oh, he turned 16 today. He's no longer in school.'

In addition to teaching mathematics, Sorensen taught an auto mechanics course to high school students as well as mechanical design and residential design to post-secondary students—all during his first semester. Later he taught a math class for apprentices and says it was one of the better examples of the need for competency-based education. With new students enrolling and leaving on a weekly basis, everyone was on a different page in the book. Yet there were no real competencies underpinning the individualized curriculum. Sorensen credits that experience for his enthusiasm for promoting the advancement of competency-based education when he later became Director of Moraine Park Technical Institute.

When the Wausau Vocational School became the Marathon County Vocational school following the 1965 districting legislation, Sorensen became Supervisor of Trades and Industry and Adult Education. He says that Marathon County and Kenosha County Technical Institutes were the first to aggresively really reach out to adults throughout the entire county. Becoming Assistant Director for Field/Community Services in 1969, he was responsible for delivering adult education to nine communities. "The concept that the district schools were developed under—to reach out to all the communities in a district—has been the pleasant surprise for the State Directors—Mr. Greiber, Mr. Lehrmann, and now myself."

Sorensen has been quoted as saying,

> The success of this effort is manifested, in my opinion, by the fact that today districts are obliged to limit enrollments in so many courses and programs for which people are applying. Today, the desire of people to learn specific skills, or to retrain, is heightened by the rapid changes taking place in our society, in our national economy, and in individual attitudes as they pertain to vocational, technical skills training. The momentum of the 'return' to skills training will, I feel, impact upon Wisconsin and the vocational technical delivery system for years to come. Certainly, we welcome it because we are aware of the short fall which may be felt in the next decade as employers seek to find successors for their experienced technicians and specialists.

Eleven years after he began teaching, Sorensen took over as District Director at Moraine Park Technical Institute in Fond du Lac. The postition afforded significant preparation for the state directorship. As he admitted, anyone without administrative experience at the local level,

> ...has a tough time perceiving a local taxpayer's attitude toward the raising of taxes and the giving and taking that goes on with local boards and their communities. ...Budgets are the best example of this...We sat down here recently [at the State Board] to determine what kind of flexibility we have in our budget and it took us 20-30 minutes.

> But at the local level it took us a solid week of giving and taking and at the end of that week we *still* didn't have a *final* budget.
>
> "I've been through all the chairs which is quite typical of a skilled craftsman, is it not? Apprentice craftsmen, technicians, walk through a variety of different chairs as they move up the ladder. That same thing has happened to me in my profession.

His philosophy of vocational, technical and adult education is solid and straightforward:

> It is to prepare Wisconsin's citizens for entrance into the workaday world. We have a mission—a *moral obligation*—to keep the Wisconsin workforce prepared for a constantly changing market out there in business and industry. That is our sole responsibility. It is quite narrow in some respects, yet it's broad in others. If we look at the remedial education that must take place and the adult continuing education, the human relations courses, the courses that help people become better family members, functions like high school contracting and University articulation—then it becomes quite broad. But overall, the creation of a skilled technical workforce must be our philosophy. The frustration today is that the demands of the workforce are *changing* so fast, particularly in the technological and communications areas, that we have to ask ourselves, 'How are we going to keep up?'

When he began as State Director in 1979, Sorensen had, as one of his goals, the expansion of adult continuing education. (This is, of course, consistent with the trend of the 80's for older students, many of whom attend part-time and need retraining or upgrading.) At the time of this writing, he and the VTAE staff are exploring a major barrier to development of those courses—the manner in which they are aided with state funds. The current aid formula prevents a district from going too far with adult continuing education because the cost-benefits are just not there according to Sorensen.

> Some initial goals have had to be modified. Two years ago, [1979] we knew there was a manpower shortage coming simply because of the declining birth rate and the high school enrollments which are expected to decrease 50% by 1990. The question was 'Where is Wisconsin's workforce going to come from to keep business and industry in our State?' I was hoping to entice more disadvantaged and handicapped people and more women into our training centers so we'll be prepared for that shortage.

Sorensen cites the decrease in federal funds as a roadblock to that goal. He plans to continue to pursue the idea by seeking state funding. Herbert Grover, Ph.D., elected Superintendent of Public Instruction in 1981, is known as a strong advocate of high school vocational education programs. Sorensen says there will undoubtedly be a collaborative effort between Grover and himself to secure state categorical funding to draw more high school youth into vocational education either in their own schools or in VTAE institutions. Preparing more high school youth in the technical areas would help alleviate the skilled worker shortage.

Related to this issue is the emphasis he has placed on marketing. He has provided in-service and a great deal of encouragement to districts to come up with solid marketing plans. He uses the term "marketing" in its purest sense, not as merely advertising, but as a scientific approach to determining the training needs of the community and then providing what is needed and promoting it. "We don't need marketing to get more students. This year, 1981-82, just about every program in the State is filled up. But we do need marketing if we are going to adequately meet local needs for skilled manpower."

An area where he feels the goal has been attained is in the expansion of women's centers in VTAE districts. "Although the centers are taking it on the nose this year because of federal vocational cuts, we were able to expand them in the past several years and to give them a good foothold." It was while he was Director at MPTI that the Women's Center was introduced there. "I came into administration at a time when barriers were being broken down, so I had opportunities to work with women with exceptional ability. I found their ideas fresh and creative... Women have every right to participate equally and I'm out to promote that."

Another goal that he has seen accomplished is the expansion of "evaluation/developmental centers" that tie together basic skills, counseling, career education, and other services. "We have developed these centers in almost every district and they are operating quite well. I've been very pleased with that. Also it's one way of reaching out to handicapped and disadvantaged people."

He echoes a desire expressed by Lehrmann for more short-term training programs. "...where we bring people in, train them, and get them out into the work force. We have seen that development and there will be still more emphasis on those short-term programs."

At the time of this writing, only two years have elapsed since he assumed the state directorship, so it is too early to really assess the impact of these goals. Sorensen notes that to see movement in any direction takes "...three, four, or five years. It's very frustrating as a state agency head to be unable to move fast. The reason for this is that you're dealing with a state biennial budget and legislative groups that don't necessarily understand our operation. Also they change frequently, so you constantly need to re-educate them. As a result, you can't move fast at the state level like you can at the local level."

Sorensen characterizes his tenure as the fourth major stage in Wisconsin's vocational-technical history:

> We had the George Hambrecht era of part-time compulsory education and that fast war production training. Then we went into the Greiber era of the expansion of full-time programs and skill development for all citizens. During that second phase, we moved into the era of Sputnik and technical education and the groundwork was laid for the district concept. During Lehrmann's directorship we actually *developed* those districts with programs and facilities. It was a time of tremendous growth. We are now in the fourth major phase which is a plateau. When I came onto the scene in 1979, we had just come out of the phenomenal growth of the 1970's.

Sorensen added that enrollments are still growing, but at a slower rate. Also the trend is toward high technology and specialized skills. He further characterizes this era as one of reevaluation and movement into an even greater involvement in the economic growth of the State.

Like Greiber and Lehrmann, Sorensen has not openly affiliated himself with either major political party. He says the State Director must be "politically cautious," because unlike the Superintendent of Public Instruction, the State Director is not elected. The Director must be able to deal equally with both parties.

He describes the mood of the Legislature toward VTAE when he assumed the directorship as "good." However the Legislature has become restless over the governance issue spinning out of the Milwaukee, and Gateway investigations. "You can sense from a good number of them that they feel we have had too much freedom." He is anxious for local VTAE boards to become more heavily involved in regular contacts with the Legislature.

Sorensen favors participatory management. The survival of *local* VTAE institutions may well depend on his ability to implement a workable form of shared governance between the State Board and local districts. Local districts are disinclined to give up the autonomy they have enjoyed for seventy years and which has enabled them to develop magnificent educational delivery systems. Yet the demand from the Legislature for greater state control either through the existing State Board or through a revamped state system cannot be resisted indefinitely. If accomodations can be made at both the State and local level, shared governance can be a reality. But a new mechanism is needed to effectuate it. Sorensen has developed such a mechanism, the Coordinating Committee for Policies and Procedures. The Committee will include three subcommittees—Program, Fiscal, and Federal-State Legislative Liaison. Each sub-committee will be co-chaired by one local and one state level representative. All issues will be dealt with by one of the three sub-committees. It is Sorensen's intention that the Coordiating Committee will act, not in an advisory capacity, but as the heart of shared governance and decision-making.

Reflecting on shared decision-making in general, he says, "It's discouraging to some people who like to sit around and make decisions. [Participatory management] is a slower process at the head end, but you end up with sounder decisions." He says that in his two years as Director, the attitude of local districts has changed to one of greater respect. He credits participatory management techniques for the change. He is quick to note that it is a style for the times.

Sorensen contrasts his incumbency with Lehrmann's. "He was *building* a new system and in a time of explosive growth, getting together the building, curricula, and teachers absorbed everyone's attention. Everyone was caught up in the growth momentum. Now decisions are coming harder." Although he did not say so, the educational level of the average district director has been steadily increasing. Few applicants without doctoral degrees are considered for the position anymore. This necessitates a more democratic management style. In fact, Sorensen cites the greater involvement of local directors in decision-making as one of his most satisfying accomplishments to date.

Inevitably the role of the State Board staff is also changing:

> *Program people* have the biggest changes to make. In the past program staff people have played their greatest role in *program development*. Now however, we have outstanding instructional services people in the districts. So the State Board program people must become more philosophers of curriculum design. They'll have to know what's happening with the latest technologies to help local districts keep curricula updated. They'll have to provide outstanding, creative workshops to help district people grow. They will have to play the bureaucratic role of the pencil pusher here to be

> sure the *i*'s are dotted and the *t*'s are crossed. They cannot be so involved in program development itself but they will become more involved in evaluating curriculum. We are working on an evaluation model now. We have the model but not the staff to implement it.

Sorensen plans to rearrange staff members to fill key positions in the new evaluation unit.

"The program auditing functions will *not be based on a federal mandate*. I'm trying to move away from that...What we want is good, solid evaluation techniques. The evaluation model we've developed is based on a district's identifying problem areas for itself. Then an outside team of professionals will go in to help and State Board staff will serve as coordinating consultants. Surveillance is our role, but it has to be done with grace and dignity."

Changes will also be forthcoming in the state planning function. In the past, the state plan for vocational education has been the *federal* plan for the state. Sorensen will introduce a new format which will be *Wisconsin's* plan for VTAE and which will more closely reflect the needs and resources of our own State.

Some feel that ever since the State began accepting federal funds in 1917, "local control" has been largely a myth. They point out that course titles, and planning and evaluation have all been federally controlled. Those who disagree point out that compliance with federal regulations has frequently been only a paper artifice with business as usual going on locally. Sorensen disagrees with the former view and asserts that *state* regulations and statutes have had far greater impact on Wisconsin's local districts than has the federal government. He cites the maximum mill levy which is set and changed by statute, the imposition and subsequent raising of student tuition, the designation of state aidable courses, the limit on construction over $500,000 without a local referendum, etc. As for the future involvement of the federal government, with less dollars coming into the State and fewer restrictions attached to those monies the federal influence can be expected to decline.

Sorensen feels that the decade of the eighties may usher in the most promising era yet in VTAE history. He points to the deepening recession which has focused attention on U.S. productivity levels and the need for an economic recovery thrust. He says that government, industry, and the public at large are all beginning to recognize that economic recovery depends on the development and upgrading of a technical, highly skilled workforce.

He predicts that the relative plateau in VTAE enrollments will continue throughout the 1980's, but will "take off" again in the 1990's with another cycle of much more highly sophisticated technology. An increased acceptance of and demand for vocational-technical training will mean even greater numbers of students will seek training in VTAE institutions.

The development of greater levels of sophistication at the post-secondary level may have the effect of promoting more full-time vocational-technical training at the high school level. The higher technologies which will require two years of intensive study could push more vocational programs into the secondary schools. Sorensen cites electronics as an area in which this has already occurred. As post-secondary technical programs became more sophisticated and moved into areas like laser technology, electronics became a high school subject.

Sorensen must deal with the local districts who wish to remain autonomous and the State Legislature which demands more control over those districts. However his personal commitment is to retaining *local* control of VTAE institutions. "Local commitment has meant that we have been able to react *fast* to the needs of the community. But we will no longer be able to do that if all the decisions are made in Madison. I don't want to see that local control lost."

The information contained in the vignette was gathered in an interview of Dr. Sorensen by the author on August 14, 1981, at the State Board offices in Madison, Wisconsin. The audio tape is cataloged at the State Historical Society.

FUTURE GOVERNANCE

During the year in which this was written, a series of related events transpired that has already had dramatic implications for the VTAE system. The activity revolved around Milwaukee Area Technical College (MATC) and Gateway Technical Institute.

In the Fall of 1980, the MILWAUKEE SENTINEL brought allegations against the MATC District Director and the MATC Board.[27] Among the allegations were charges that the Director double-billed the district for travel costs and used his expense account and MATC credit cards for personal expenses. He subsequently was acquitted.

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[27] The MATC Board did not take immediate action on the case. The appointing authority for the Milwaukee Board was the district's school board presidents. The school board presidents voted to recall 4 of the MATC Board members. The State VTAE Board removed the other 3. (These were the same 3 the State Board had previously appointed when the Milwaukee appointment committee could not reach unanimous agreement. By statute, the 3 could be removed only by the State Board which appointed them or by a circuit court judge.) At the same time, the State Board of VTAE had begun its own investigation through an accounting firm because no action had been taken by the original board. The accounting firm's report came out at about the same time the new Milwaukee Board was appointed, so the State Board turned the complete audit report over to the new MATC Board which began a thorough review of the report. The local Board was in the process of setting up a hearing for District Director Dr. William Ramsey based on the audit report when Ramsey resigned. He said he chose to resign because he felt the hearing would cause more undue hardship on MATC itself and that a great deal of damage had already been done to an outstanding school. "For everyone's sake," he said, it would be better if he voluntarily resigned. Formal charges were not pressed until the Fall of 1981. He was tried in Wausau, and acquitted in the Spring of 1982.

Following the initial incident, the MILWAUKEE SENTINEL conducted informal audits of other technical districts. Almost every technical district was additionally audited by its local newspaper. The staff of the State VTAE Board conducted an audit at Gateway and noted, "However, we believe there may be a potential conflict of interest regarding the district director's activities in these [foreign country] projects." Then on the Legislature's request, the Legislative Audit Bureau audited seven technical districts throughout the State. In general, the Legislative Audit Bureau gave the system a clean bill of health, but noted there were some questionable, but correctable, reporting practices. The Audit Bureau also reported that some local boards did not take adequate time to review policies, procedures, and programs. Most of the recommendations were fairly minor with the exception of one recommendation—that a more extensive study be done at Gateway Technical Institute. A second, more detailed study was conducted at Gateway and some minor problems were revealed relative to procurement and travel policies. But, the major problem found by the Legislative Audit Bureau related to Gateway's handling of foreign contracts. The Gateway District Director was subsequently fined $5000 for having a private interest in a public contract.[28]

These two incidents drew popular and legislative attention to the VTAE system. Suddenly a number of legislators were publicly raising questions about to the degree of district autonomy which had been the vitality of the VTAE system. Throughout 1981, legislative pressure was exerted to change the system to one in which boards would be elected by popular vote. There was also movement to make local boards more accountable through standard policies and procedures related to budgeting, travel, reimbursement, etc. Pressure also was felt to make the State Board of Vocational, Technical and Adult Education more accountable to the public by the addition of more "at large" positions.

The State Board, itself feeling pressure to take action relative to local boards, initiated its own governance bill, AB 718 which, with minor modification, was subsequently endorsed by the VTAE District Boards' Association. (The Association is composed of representatives of each of the sixteen local VTAE boards.)

The governance bill submitted by the State Board and endorsed by the VTAE Boards' Association provided:

> District boards would remain at seven members. All members would serve four-year terms, with no member serving more than two consecutive full terms. (Previously terms were six years.) No chairperson would serve more than two successive annual terms. Previously there had been no limit.)

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[28] For the prior seven years, Gateway, like a number of other technical districts and universities, had been contracting with foreign governments for education services. Gateway put on training programs and developed curriculum material, primarily for developing countries. A special fund was set up by the administration with the approval of the local board. All proceeds from foreign contracts went into the special fund which was used to support and promote other such projects. The legal question arose because Gateway District Director, Keith Stoehr, was paid consulting fees for his involvement, for which he used vacation time. In November, 1984, he was found guilty by a Kenosha County Circuit Court Jury on 3 counts of having a private interest in a public contract. One count was later dismissed by the Judge. Stoehr was fined $5000.

Several members of the Gateway board were recalled by the county board appointment committee. Four did not seek re-election. So with the exception of one member, the Gateway Board was completely new for the 1981-82 school year.

> District board structure would include a fiscal and a program committee. Local boards would be required to have policies on ethics, travel, procurement, contracts, etc., which met minimum guidelines as established by the State Board. Additional authority would be given to the State Board regarding cost control laws, annual district audits, and other enforcement powers for state laws and rules.

AB 718 was introduced in the Fall of 1981, along with seven other Assembly bills relating to VTAE governance. The proposed bills dealt with more than board composition. Bill AB 330, which proposed the most drastic change in board selection, called for part-elected and part-appointed boards. Other bills proposed fiscal control boards to approve VTAE budgets, proposed charging the full cost of nonaidable courses, and required adoption of uniform travel and procurement policies.

State Representative Richard Flintrop, (D) Oshkosh, chaired the Assembly Education Committee. Flintrop and the Committee held seven hearings throughout the state in 1981 to receive public testimony relative to the proposed bills.

The same bills were before the state Senate. Senate Education Committee Chairperson, Gary Goyke, (D) Oshkosh, held similar public hearings on to the VTAE governance bills.

The VTAE governance legislation was debated on both the Senate and the Assembly floors in the Spring of 1982. One observer described the activity relative to AB 718:

> On Wednesday, March 31, the full Senate debated the bill as recommended by the Senate Education Committee. Three amendments were introduced, debated, and eventually defeated:
>
> 1) 7-member *elected* VTAE district boards (amendment rejected on a 17 to 10 vote.)
> 2) Establish 3 "at-large" positions for membership on the State Board by eliminating one each of the current employee, employer, and farmer categories (amendment rejected on a vote of 16 to 9.)
> 3) Expand membership on the State Board by 3 to include 3 "at-large" positions, or more specifically, 3 members that do *not* represent labor, business, or the farming community (amendment rejected on a vote of 18 to 9.)
>
> After rejecting all amendments, the full Senate passed the bill on a 29 to 3 vote, and forwarded the bill to the Assembly.
>
> On Friday, April 2, the full Assembly debated the Senate version of the Governance Bill and considered one amendment. That amendment would have established 3 "at-large" positions for membership on the State Board by eliminating one each of the current employee, employer, and farmer categories. After a heated debate, the amendment was rejected on a 53 to 41 vote...The final version of the bill was then passed by the Assembly on an 88 to 6 vote...[29]

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[29] Letter from Dennis H. Nitschke, Executive Secretary, East-Central Wisconsin VTAE Consortium to Consortium Board Members, April 5, 1982.

The bill which was finally signed into law as Chapter 269, Laws of 1981, enlarged the appointed local boards to nine members by adding two elected local officials, limited all terms to three years, and limited the chair to two successive terms. (See "Local Boards", Chapter VIII)

However, this new law also imposed new restrictions on VTAE districts. Local board members, district directors, deputy directors, and assistant directors would be subject to the State Ethics Code for Public Officials. Local districts would be required to have written policies on board member and employee travel and expense reimbursement, similar, where applicable, to State travel policies. Written district policies would also be required for procurement, personnel, and contracting for services. Furthermore, the State Board would review and approve those local board policies and have authority to require the writing of additional local policies it deemed necessary. The State Board was empowered to withhold, suspend or reduce state aid to districts for violating any state law or administrative rules under its jurisdiction.

In addition, local boards would now be required to actively coordinate with local K-12 boards to provide vocational-technical training for high school students and school leavers. VTAE districts would be required to annually report on their activities in this regard to their concomittant K-12 districts. Local districts were also directed to cooperate with the University System to avoid duplication.

The only limitation Chapter 269 imposed on the State Board was that the State VTAE President would be limited to two successive full annual terms.

When the dust had settled from the passage of Chapter 269, Laws of 1981, it was clear that the balance of power had shifted, but the shift had resulted in a unique situation. It was unlike anything that had occurred in the system thus far. It was a renewed assumption of power by *boards*, both at the local level and at the state level.

Throughout the early history of the system, the Directors' Association had been a formidable power that exerted tremendous political influence. The balance had then swung away from the local directors to the State Director during the ascendency of Clarence Greiber. A strong State Board in the 1960's swung the power away from the State Director and to the Board itself. The subsequent State Director, Eugene Lehrmann, and the State Board achieved a fragile equilibrium during the decade of the 1970's.

State VTAE Director, Dr. Robert Sorensen, saw a dramatic disruption of that equilibrium during the first eighteen months of his tenure. For one thing, the composition of the State Board changed. Newly-elected Governor Lee S. Dreyfus appointed a number of new members to the State Board, virtually every one of whom was a strong member. The Board's new involvement was evidenced by actions relating to the VTAE governance bill (AB 718), which was drawn up by the State Board and subsequently endorsed by the VTAE District Boards' Association. According to Sorensen, "It was because of the allegations against Milwaukee and Gateway that the State Board stepped forward with a governance bill and submitted it as a piece of legislation. They took control of the situation."

Sorensen says the same thing happened at the local level. "Local boards were criticized by the audits for not looking closely enough at what was happening. Now they have assumed more control over local affairs. The Boards' Association has not been very powerful to this point, but when fingers started pointing to local boards, they started saying, '*We will do this and we will do that...*'"

There were some very positive outcomes of the intense scrutiny of the VTAE system. The audits provided legislators and the general public with an education on VTAE programs and operations. But in addition, the sixteen districts and the State Board pulled together as a unit much more than they had in recent years. This act of "pulling together" was, in the minds of some, of critical importance in preserving the shared VTAE state-district partnership.[30]

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[30] Interview with Dennis H. Nitschke, Executive Secretary, East-Central Wisconsin VTAE Consortium, Wednesday, November 3, 1982.

CHAPTER IX

THE 1990's

State of Wisconsin Board of Vocational, Technical and Adult Education, July 1984 Standing: Jack Rice, James Elliott, Paul Larson, Philip Hendrickson, John Benson (representing Herbert Grover), Robert Sorensen Seated: Elaine Bina, Philip Saunders, Marylln Zirbel, Robert Knowles (representing Ben Lawton), Howard Bellman Absent: Herbert Grover, Lonny Hanson, Richard Kruschke, Ben Lawton

The future of Wisconsin's Vocational, Technical and Adult Education will crystallize around technology and the resulting need for a highly skilled workforce. The current rate of technological growth will increase by quantum leaps, not every twenty years, but every five years.

At the same time that demand for skilled workers is rising, traditional labor sources are waning—post WWII workers are retiring and a declining high school population means there are fewer students to go into training immediately after high school. It is predicted that the shortage of skilled workers and technicians will be critical by 1990. A corollary is that the U.S. will import skilled workers if the shortage is not met.

However, Vocational, Technical and Adult Education can play an important role in preventing that shortage in Wisconsin. As technology changes the workplace, VTAE will be there to train new workers, and perhaps even more importantly, to *retrain* existing workers.

The future of Wisconsin's Vocational, Technical and Adult Education will crystallize around technology and the resulting need for a highly skilled workforce.

All of the trends identified for the 1980's will continue to exert an influence through the 21st Century. The handicapped, disadvantaged, minority group members, and women whom the VTAE system has actively tried to reach in the past decade will continue to be target populations. New populations, not now significantly served by the system, will make up a large segment of enrollment—Cubans, Haitians, Southeast Asians. These latter groups, largely immigrants, will need and will seek vocational-technical training.

Outreach education will become even more critical as Americans are forced to limit their travel due to increasingly expensive and scarce fossil fuels. More small towns and rural areas will have access to credit courses for occupational preparation through local VTAE learning centers, and through classes broadcast on television or taken via computer that require a minimum of actual class meetings. Though the existing campuses will still maintain the sophisticated laboratories and equipment needed for vocational-technical instruction, most citizens will be able to take much of their nonlaboratory course work in their own communities. The trend to lifelong learning will reinforce the present trend for an older student population. The median student age, now 28, will doubtless rise as more adults enroll in order to stay occupationally current, to change occupations, to improve themselves, to plan for retirement, and to make constructive use of their leisure time after retirement.

Vocational, technical and adult education in Wisconsin is organized to cope with change. Because each institution is local, it has flexibility and the ability to respond to educational needs as they arise. In 1980, thousands of Cuban refugees arrived at Fort McCoy. In less than two weeks, Western Wisconsin Technical Institute was providing classes in English As A Second Language and basic career counseling inside the Fort. Few enterprises can organize and deliver complex services with that kind of lead time.

The unsettled state of world affairs may lead to a renewed surge in government interest in technical training. Vocational education has traditionally flowered during wartime. The massive peacetime defense buildup nurtured by President Ronald Reagan has implications for vocational training. Even in a period of relative peace, vocational education is regarded by many as critical to national defense.

Because it is flexible, the system as a whole will change in the years ahead. Yet, any changes will be made with these questions in mind:

- Will VTAE institutions still be able to respond quickly to local needs?
- Will VTAE institutions remain flexible enough to respond to the latest technology and thus keep occupational programs up-to-date?
- Will the focus of the VTAE system remain on training for employment?
- Will VTAE institutions continue to influence their local economies by providing skilled workers for industries in their districts?
- Will VTAE institutions still be able to meet the diverse training needs of their entire district populations of people from their teens to the elderly, of women, of handicapped, of disadvantaged, of minority group members?

A "yes" answer to all these questions will be the guide for the future.

Writing in 1911, Charles McCarthy, the founder of Wisconsin's vocational-technical system said, "Our country has changed from a new land of boundless virgin natural resources to a country which must husband its inheritance...Wisconsin's natural resources are not so large as those of a number of other states."[1] Seventy-five years later, Wisconsin's 16 Vocational, Technical and Adult Education districts are developing and refining a natural resource that is renewable and abundant—its people.

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[1] REPORT OF THE COMMISSION UPON THE PLANS FOR THE EXTENSION OF INDUSTRIAL AND AGRICULTURAL TRAINING (Madison: Democrat Printing Company, State Printer, 1911), pp. 3-4.

APPENDIX I

THE WISCONSIN PART TIME SCHOOLS

- By -
Geo. P. Hambrecht
Director,
Wisconsin State Board of Vocational Education
December 10, 1927

"Work has educational value. It supplements but does not substitute for the school. By joining these two great sources of training the part-time school system of Wisconsin affords an arrangement for securing full value from both."

— Geo. P. Hambrecht

"Nothing will ever be attempted if all possible objections must first be overcome."

— Dr. Samuel Johnson

"The part-time school for workers is the keystone of the arch of democratic education."

— Geo. P. Hambrecht

"Work has educational value. It supplements but does not substitute for the school. By joining these two great sources of training the part-time school system of Wisconsin affords an arrangement for securing full value from both."

— Geo. P. Hambrecht

In our day, and in this country, any normal person may, if he will, attain a liberal education. His associates, his environment, the school, the library, the factory, the farm, the office, are all at his service in the process of his educational development. The romantic lives and growing developments of Abraham Lincoln, Thomas A. Edison, Luther Burbank, Andrew Carnegie, "Mark Twain," Samuel Gompers, and scores of others are examples which bear out this statement.

Work has educational value. Anyone who learns to do a piece of work well, takes interest in it, and then goes on to more difficult tasks, is acquiring an education. To learn to conquer difficulties; to acquire and develop greater skill; to meet, understand and get along with people, are all phases of educational experience. There is an interesting Hindu proverb to the effect that one-fourth of all our education comes from our occupation; one-fourth from our associates; one-fourth from nature; and one-fourth from books. This proverb furnishes much food for thought and reflection.

While work itself offers certain kinds of educational values, which can be obtained nowhere else, there are many who never learn to take advantage of these values. In all our talk of work as an educational factor we are prone to forget that work by itself will not take us far unless something or somebody urges us on to the next step. The educational value of work depends to a greater extent than most people realize, upon the presence of capable associates with helpful personalities. Very few of us go far, even in our work, without the help of some one with whom we are associated,- some leader with a radiating personality, who takes an interest in us, has faith in us, encourages us, helps us over rough places, points the way ahead. It may be a parent,- it may be a fellow worker,- it may be a school teacher. In the language of Clemence Dane, "All human experience teaches, that it is at the light of some human creature's eye that the unproved artist lights his torch."

When a man becomes great without formal schooling, as Abraham Lincoln did, we are inclined to call it a miracle. But those who know, realize that Lincoln, like most great men, was the product of years of toil and study on his own part, under the stimulus and intelligent urge of patient, interested associates and teachers.

Abraham Lincoln is one of the best examples of a highly educated man who did most of his studying while carrying on his daily work. After reaching his majority Lincoln did not go to school, but he sought and acquired associates who assisted him to attain and continue an education. He was twenty-one years of age, with a meager educational background, working in a grocery store in New Salem, Illinois, when Mentor Graham, the village schoolmaster, became his friend and teacher. Dr. Allen, the local physician, graduate of an eastern college, opened his library to the young student. Jack Kelso, the dreamer, hunting and fishing with Lincoln on the beautiful Sangamon River, poured forth by the hour selections from Shakespeare, Byron, Burns and Hood, which filled Lincoln with the love of beauty in literature. It was at this time that Lincoln is reported to have said: "I will read and study now to prepare myself, for some day my chance may come."

Thus awakened to his own possibilities, Lincoln became an eager pupil of his kindly friends and neighbors, and he then determined to carry on his education while he worked. This process of work and study he continued during his entire subsequent career, - a "learn-while-you-earn" program.

MR. LINCOLN AN ADVOCATE OF EDUCATION

Mr. Lincoln became a candidate for the Illinois State Legislature from New Salem, when he was barely twenty-three years of age. In a handbill containing his political platform, he said, among other things:

> "Upon the subject of education, not promising to dictate any plan or system respecting it, I can only say that I view it as the most important subject which we as a people can be engaged in.
>
> For my part, I desire to see the time when education - and by its means, morality, sobriety, enterprise and industry, - shall become much more general than at present, and should be gratified to have it in my power to contribute something to the advancement of any measure which might have a tendency to accelerate that happy period."

Later in life, and after Mr. Lincoln had become a successful lawyer, he became an outstanding champion for extended educational opportunities. Mr. William H. Herndon, Lincoln's law partner for many years, said that, on numerous occasions Mr. Lincoln would say, in substance, that:

> "Universal education should go along with and accompany the universal ballot in America; that the very best, firmest and most enduring basis of our Republic was the education, the thorough and the universal education of the great American people; and that the

> intelligence of the mass of our people was the light and the life of the Republic."

Mr. Herndon further stated that he had heard Mr. Lincoln, in substance, express himself on education as above quoted, "over and over, again and again."

THE LESSON FOR US

The youth who leaves school at 14 or 15 or 16 years of age to go to work is too young to direct his own progress unguided. Without the experienced help of the friendly teacher he is definitely slowed up and handicapped in his progress. He needs continuous attention, guidance, inspiration and encouragement. He may be fortunate enough to find in his employer or in some fellow employee a friendly counselor, teacher and helper. However, as industry grows larger and speedier, the chances for that kind of relationship diminish. The opportunities for taking advantage of friendly help during working hours decrease. The leisurely country store methods of his youth permitted Lincoln to browse among his books in the day-time as no hustling chain-store grocery clerk of our generation could possibly be free to do. The opportunities for the teacher in industry today grow less and less, except as they are made. We are guilty of gross neglect if we now leave to chance the educational contact for our young workers.

The establishment of the part-time school is an attempt to provide an opportunity for every working youth to come into contact with men and women interested in his welfare and capable of giving him inspiration and practical instruction.

Until the part-time school was established, we had the unfortunate condition in which one group of young people were getting all the working experience and another all the schooling. To avoid a one-sided training each group needed something of what the other was getting. Those in school were missing the work experience; those working lost out on the school experience which might help them to appreciate and get the most out of their work. As an educational agent, labor by itself is not a substitute for schooling; nor is schooling a substitute for labor.

The danger of giving all work and no school to one group, and all school and no work to the other, was never presented better than by Mr. Lincoln when he talked at the Wisconsin State Fair in Milwaukee in 1859. I have often called the attention of Wisconsin people to that stirring utterance. Mr. Lincoln, on that occasion said:

> "Educated people must labor. Otherwise, education itself would become a positive and intolerable evil. No country can sustain in idleness more than a small percentage of its numbers. The great majority must labor at something productive. From these premeses the problem springs, 'How can labor and education be the most satisfactorily combined?'
>
> By the 'mud-sill' theory it is assumed that labor and education are incompatible, and any practical combination of them impossible. According to that theory, a blind horse upon a treadmill is a perfect illustration of what a laborer should be - all the better for being blind, that he could not kick understandingly. According to that theory, the education of laborers is not only useless but pernicicus and dangerous. In fact, it is, in some sort, deemed a misfortune that la-

> borers should have heads at all. Those same heads are regarded as explosive materials, only to be safely kept in damp places, as far as possible from that peculiar sort of fire which ignites them. A Yankee who could invent a strong-handed man without a head would receive the everlasting gratitude of the 'mud-sill' advocates.
>
> But free labor says 'No.' Free labor argues that as the Author of man makes every individual with one head and one pair of hands, it was probably intended that heads and hands should cooperate as friends, and that that particular head should direct and control that pair of hands. As each man has one mouth to be fed, and one pair of hands to furnish food, it was probably intended that that particular pair of hands should feed that particular mouth - that each head is the natural guardian, director, and protector of the hands and mouth inseparably connected with it; and that being so, every head should be cultivated and improved by whatever will add to its capacity for performing its charge. In one word, free labor insists on universal education.... I suppose, however, I shall not be mistaken in assuming as a fact that the people of Wisconsin prefer free labor, with its natural companion, education."

I have quoted this statement repeatedly and I expect to keep on quoting it. I wish that every citizen of Wisconsin might read and learn it. No one has ever stated the great problem of education more clearly than this: "How can labor and education be most satisfactorily combined?"

Just why Mr. Lincoln should have presented this particular problem in this particular way in Wisconsin rather than in some other state, I do not know. Whatever the motive which guided him, it was a prophetic utterance. For Wisconsin is known everywhere as a pioneer in the serious attempt to solve this problem. When the roll is called among the states of the Union, and they are asked what they have done to make the life of the average man better, Wisconsin can truly answer:

"We have tried to insure school opportunities to every man, woman and child in the state. We have grade schools, high schools, technical schools, normal schools, colleges and universities for those who want to, and can, give their full time for a great many years to their schooling. Our public libraries, with their splendid collection of books, and their trained librarians, are rendering valuable assistance in the stimulation and guidance of the willing student. For those who want to, or must, combine their education with their labor, we have part-time school opportunities of many kinds. We have short courses for those who can come to our University for only a few days or weeks during the year. We have correspondence courses for those who cannot come at all. The University Extension Department will put those in pursuit of further knowledge in touch with fine men and women who are employed to help them with their problems. In every large city, and in many rural communities, we have part-time schools for the younger people who work, and evening schools for the older people. In the cities, employers must release their younger workers for several hours every week, so that they may attend the part-time school and keep up their contact with instructors interested in their advancement. In certain occupations which have a high educational value, the state arranges with employers, by an apprenticeship agreement, for proper instruction of their young employees on the job as well as in the school. These are some of the means we have adopted to bring all our youth within the reach of the potential Mentor Grahams, Jack Kelsos, and Dr. Allens."

From the beginning, the organized workers of the state and many forward looking employers and farmers have labored for the success of the Wisconsin plan of combining education with labor. They have fought steadily for the recognition of the right of the young worker to divide his time between work and school. They have recognized that in the present stage of industrial and social development, there is danger in a school system which abandons below the age of eighteen those who cannot, or will not, give their whole time to school. They have insisted upon adequate representation upon the state and local boards which develop part-time and evening classes. They have accepted service on local advisory committees and have cooperated earnestly with the school authorities, and with employers of young people, in working out thorough training programs in the various occupations. They have interested themselves in the welfare and development of individual young workers whose problems have been presented to them by the school. In the face of difficulties and discouragments such as beset every new institution... they have been patient.

The part-time schools are justifying the faith of their promoters by the work they are doing. Good buildings are replacing the old rented store buildings and abandoned basement schools in which the work was carried on in the beginning. Better buildings and equipment are making possible better work. The itinerant instructor is solving the problem of getting good teachers in a variety of trades in those cities where the hiring of a full-time instructor for the necessary trade instruction would not be justifiable. These itinerant instructors spend one day a week in each of several cities, meeting with the young apprentices in the day-time, and with the journeymen in the evening. Gradually these schools are equipping themselves to offer the opportunity for work in science which the young person who would advance in industry must have. Gradually they are gathering technical and general libraries and leading their young people to explore the work of others in their own field of interest, and in the fields of general knowledge.

There is no limit to the service which the day part-time and the evening schools may render to a community which really wants educational opportunities. Over 75,000 of Wisconsin's working people are now attending the part-time and evening schools of the city and rural districts. There are thousands of others who want what these schools could give them but who have never thought of this way of making educational contact. As they awaken to this opportunity, the part-time and evening schools will become more and more important as factors in the development of the whole community. Every dollar wisely invested in furnishing these contacts brings back to society a wealthy return, both social and economic, commensurate with the breadth and intensity of the educational program projected. No community ever went bankrupt in doing something that pays. It is only through wise and diversified public expenditure for education and training that we can get away from that vicious circle which "binds ignorance to poverty and poverty to ignorance."

The time is rapidly approaching when the faith expressed by organized labor, farmers and forward-looking employers in the principle of continuing education for those who work will be fully realized.

Then the educational foresight of Abraham Lincoln, the pioneer work of Wisconsin statesmen, together with the groups already mentioned, will be more completely recognized and revered.

L'ENVOY

"Ulyssess" from Tennyson

I am a part of all that I have met;
And all experience is an arch where through
Gleans that untravelled world, whose margin
Fades forever and forever when I move.
How dull it is to pause, to make an end,
To rest unburnished, not to shine in use.

APPENDIX II

WISCONSIN'S DIRECTORS OF VOCATIONAL EDUCATION

Warren E. Hicks[1]	1912-1916
Frank L. Glynn	1916-1918
John Callahan	1918-1921
George P. Hambrecht	1921-1944
Clarence L. Greiber	1944-1970
Eugene Lehrmann	1971-1979
Robert P. Sorensen	1979-present

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[1] Hicks reported directly to the Superintendent of Instruction and indirectly to the Board of Industrial Education

APPENDIX III

EVOLUTION OF THE STATE BOARD

State Board of Industrial Education, Ch 616, 1911

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State Board of Vocational Education, Ch 675, 1917

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State Board of Vocational and Adult Education, Ch 349, 1937

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Wisconsin Board of Vocational, Technical and Adult Education, Ch 292, 1965

APPENDIX IV

VTAE DISTRICTS, 1985

Area Vocational Technical and Adult
Education District No. 4
211 North Carroll Street
Madison, Wisconsin 53703

Blackhawk Vocational, Technical and
Adult Education District
6004 Prairie Road, County Trk. G.
P.O. Box 5009
Janesville, Wisconsin 53547

Fox Valley Vocational, Technical and
Adult Education District
1825 North Bluemound Drive,
P.O. Box 2277
Appleton, Wisconsin 54913-2277

Gateway Vocational, Technical and
Adult Education District
3520 30th Avenue
Kenosha, Wisconsin 53141

Lakeshore Vocational, Technical and
Adult Education District
1290 North Avenue
Cleveland, Wisconsin 53015

Mid-State Vocational, Technical and
Adult Education District
500 32nd Street North
Wisconsin Rapids, Wisconsin 54494

Milwaukee Vocational, Technical and
Adult Education District
1015 North Sixth Street
Milwaukee, Wisconsin 53203

Moraine Park Vocational, Technical and
Adult Education District
235 North National Avenue
Fond du Lac, Wisconsin 54935

Nicolet Vocational, Technical and Adult
Education District
P.O. Box 518
Rhinelander, Wisconsin 54501

North Central Vocational, Technical and
Adult Education District
1000 Campus Drive
Wausau, Wisconsin 54401

Northeast Wisconsin Vocational,
Technical and Adult Education
District
2740 West Mason Street
P.O. Box 19042
Green Bay, Wisconsin 54307-9042

Southwest Wisconsin Vocational,
Technical and Adult Education
District
Bronson Boulevard
Fennimore, Wisconsin 53809

Vocational, Technical and Adult
Education District 1
620 West Clairemont Avenue
Eau Claire, Wisconsin 54701

Waukesha County Area Vocational,
Technical and Adult Education
District
800 Main Street
Pewaukee, Wisconsin 53072

Western Wisconsin Vocational, Technical
and Adult Education District
304 North Sixth Street
P.O. Box 908
La Crosse, Wisconsin 54602-0908

Wisconsin Indianhead Vocational,
Technical and Adult Education
District
P.O. Box B
Shell Lake, Wisconsin 54871

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